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# Land Use Alternatives and Proposed Draft Plan

## HUNTERS POINT SHIPYARD

LAND USE PLAN

March 1995

Office of Military Base Conversion

The Planning Department, City and County of San Francisco  
The San Francisco Redevelopment Agency



# HUNTERS POINT SHIPYARD

LAND USE PLAN



## LAND USE ALTERNATIVES AND PROPOSED DRAFT PLAN

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**Publication:**

January 1995

- The San Francisco Redevelopment Agency
- The Planning Department  
City and County of San Francisco

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## **Hunters Point Shipyard Land Use Alternatives and Proposed Draft Plan**

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**Publication:  
March 1995**

- A Reuse Planning Process Under the Direction of the Office of Military Base Conversion and Guided by the Mayor's Hunters Point Shipyard Citizens Advisory Committee, the San Francisco Redevelopment Agency, and the Planning Department for the City and County of San Francisco
- This study was prepared under contract with the San Francisco Redevelopment Agency with financial support from the Office of Economic Adjustment, Department of Defense. The content reflects the views of the San Francisco Redevelopment Agency and does not necessarily reflect the views of the Office of Economic Adjustment.

# HUNTERS POINT SHIPYARD

LAND USE PLAN

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**PURPOSE AND  
ORGANIZATION  
OF THIS  
DOCUMENT**

The Hunters Point Shipyard Land Use Alternatives report represents a significant milestone in the creation of a long-range plan for reclamation and use of approximately 500 acres on the southeast San Francisco waterfront. This report has several purposes - it provides background planning information, technical analyses of land use alternatives and a Proposed Draft Plan for the reuse of Hunters Point Shipyard. The intent of the reuse planning team is to provide as much planning information to the Bayview Hunters Point community, the City and County of San Francisco and a wide range of federal, state and local public agencies as possible.

The Alternatives report provides useful documentation of the community planning process and records many of the thoughts and considerations which have driven the development of a draft land use plan.

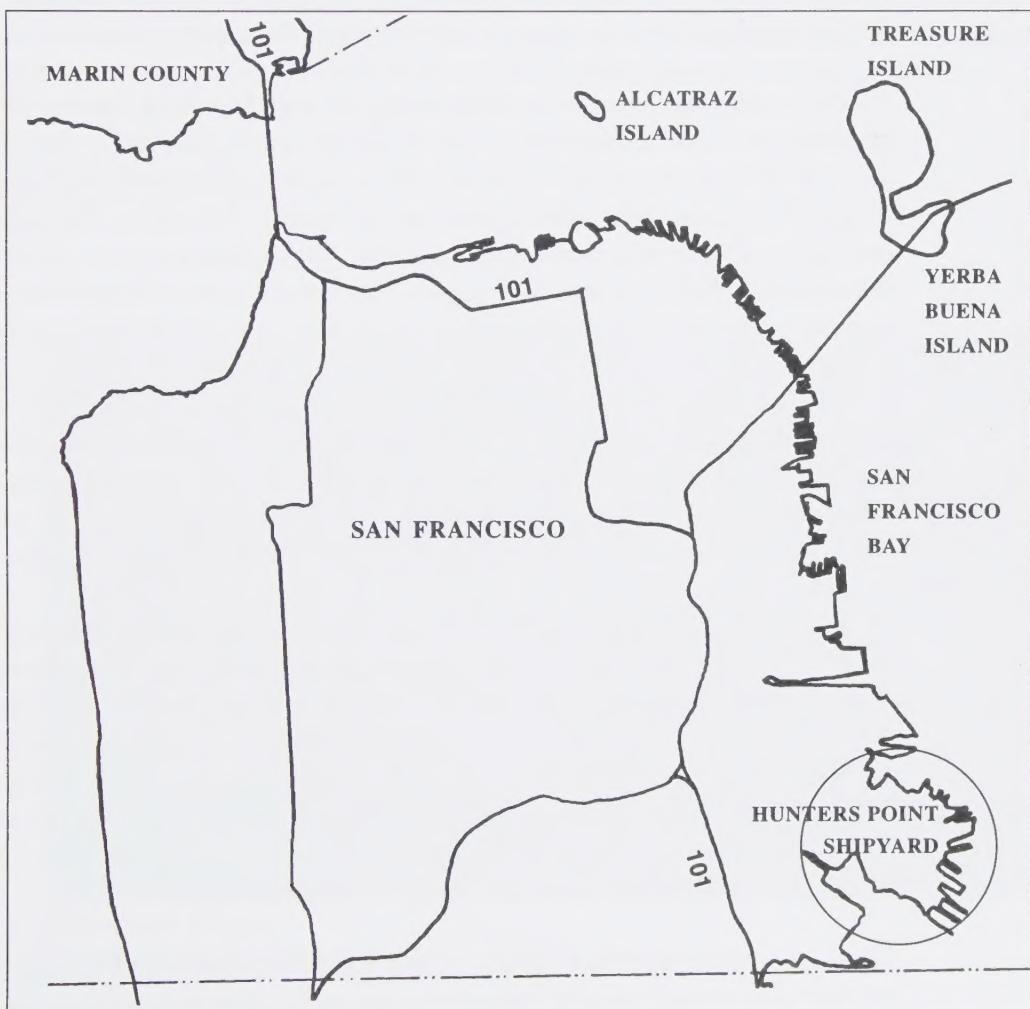


Figure 1.1

Hunters Point Shipyard

**GENERAL LOCATION MAP**

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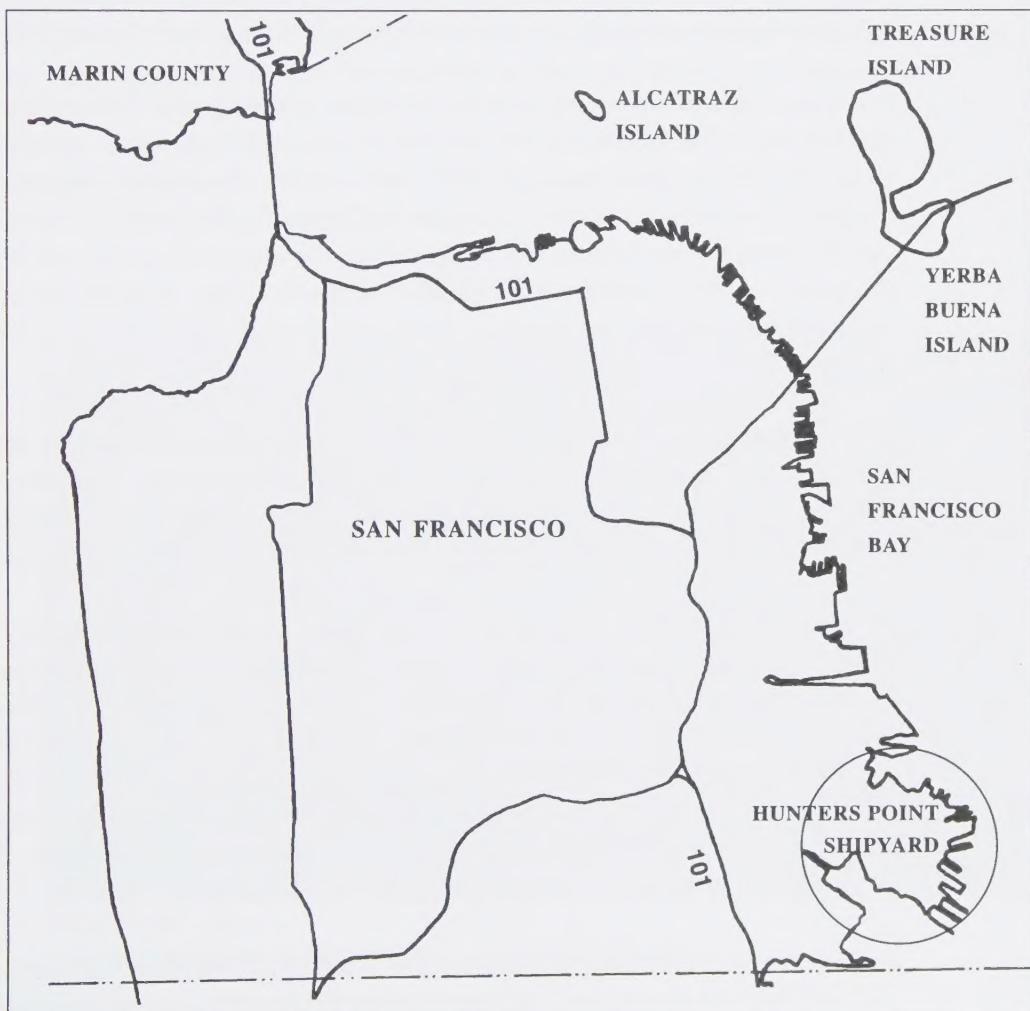


Figure 1.1

Hunters Point Shipyard

**GENERAL LOCATION MAP**

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This report is organized to take the reader through a year of intense planning effort at the Shipyard - from a summary of the early data collecting through the evolution of reuse concepts and alternatives into a Proposed Draft Land Use Plan.

Chapter 2 opens with a discussion of the challenges facing reuse initiatives at Hunters Point along with a presentation of the public process and the regulatory context. Background land use information and economic conditions and opportunities are also summarized.

The process of developing land use alternatives is documented throughout the report. Four Preliminary Alternatives were developed by the reuse planning team, based upon common planning parameters and guidelines established by the Mayor's Hunters Point Shipyard Citizens Advisory Committee (CAC). These are described in detail in Chapter 3. A Preferred Alternative - the Education and Arts Alternative - was selected by the CAC from the Preliminary Alternatives.

Prior to making a recommendation on a land use plan with the greatest potential for success from the standpoint of the local community, the City at large and the other future users of the Shipyard, variations of the Preferred Alternative were developed through a detailed planning process. The process of evaluating alternatives is described in Chapter 4 of the report. This evaluation considered the strong and weak points of each alternative. The evaluation process, which led to a Proposed Draft Plan, considered each possible alternative in terms of detailed planning criteria organized within the structure of the CAC planning objectives. These criteria are also summarized in Chapter 4.

Based on the evaluation process, a recommended plan was refined and described for the consideration of the CAC, current Shipyard tenants, the Bayview Hunters Point community, the rest of San Francisco and the Bay Area. The alternative recommended in Chapter 5 of this report as a Proposed Draft Plan culminates three years of a broad-based community planning process.

The Proposed Draft Plan is multipurpose. It will be the basis for further community analysis and consideration. The Draft Plan will be presented to federal, state and local regulatory agencies and legislative bodies for consideration. Regulatory agencies will evaluate the Draft Plan for conformance with existing statutes. Implementing agencies, including those preparing the site for transfer and development, will consider and negotiate the feasibility of the Draft Plan and subsequent modifications, endorsements, evaluations and negotiations by community and government decision-makers will represent the next steps in the process of arriving at a final Draft Plan. These steps are described in Chapter 6.

Following publication of this Alternatives report and the Proposed Draft Plan contained herein, a period of more detailed planning, regulatory review and implementation consideration will begin. The Plan also becomes the subject of a year-long environmental evaluation. After this year of detailed planning, public review and environmental analysis, the Proposed Draft Plan will be

revised and published as a Final Draft Plan. Consideration by the San Francisco Planning Commission, Redevelopment Agency, and Board of Supervisors can certify the environmental analysis and adopt the plan as an Area Plan for the San Francisco Master Plan and a Redevelopment Plan for a Project Area at the Hunters Point Shipyard .

Also during this period, the Shipyard marketing program, implementation funding base and detailed development strategy can be designed and evaluated by the community. The development of these plan implementation strategies and resources are critical to assuring an appropriate and rational implementation of the finalized Plan.

A rich base of technical information is summarized and embodied in the land use planning analysis contained in this report. The Alternatives report is supported by a series of technical documents referred to in the report bibliography. These technical documents explore existing site conditions, economic market forces, financial feasibility and economic development opportunities.



Hunters Point Shipyard  
**View of Downtown from northeastern Shipyard waterfront**

© Neil Hart

# Executive Summary of Alternative Process

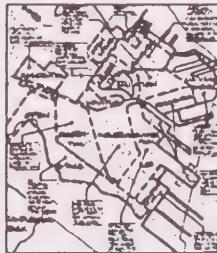
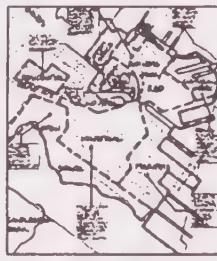
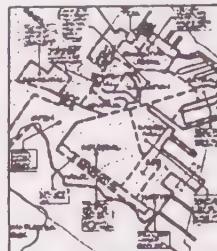
**1994**

**FEBRUARY**

## Community Plans

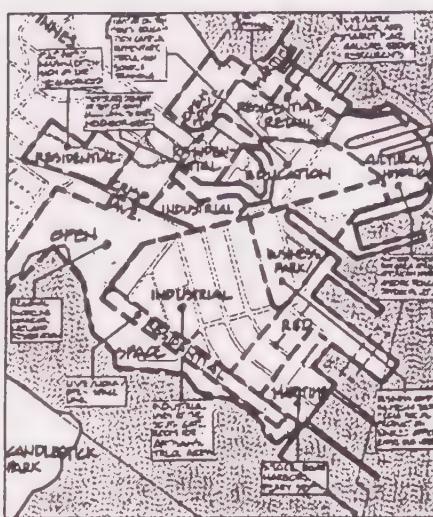


## Preliminary Alternatives



**JUNE**

## Preferred Alternative



### Primary Components

These Community Concepts were developed by participants at an all day CAC workshop, working within some basic site and program parameters. As community developed plans they represent the earliest stage in the development of Shipyard alternatives.

The Preliminary Alternatives all draw from a common list of potential uses. The differences among the alternatives can be found in the emphasis of one use over another. These differences are reflected in the extent of land allocated to an emphasized use.

On June 2, 1994, the CAC held a community workshop to review the Preliminary Alternatives. As a result of public comment and consideration of CAC Master Plan Guidelines, the Arts and Education Alternative was endorsed for further study.

### Setting and Participants

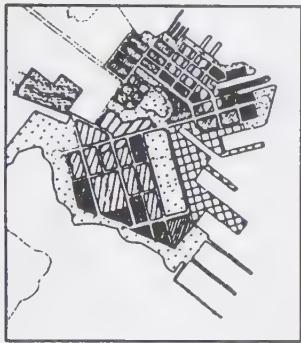
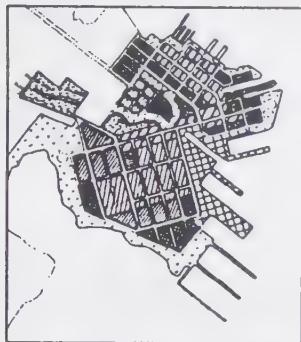
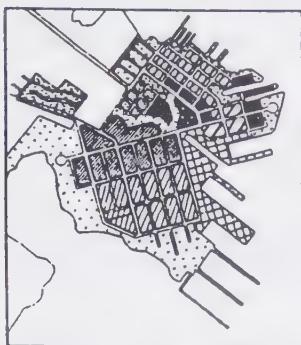
Speakers with a broad national perspective on base closures, employment training, arts development, and CAC and community members.

City agencies, consultants, CAC representatives, private development experts and continuous review by the Land Use and Economic Development CAC subcommittee.

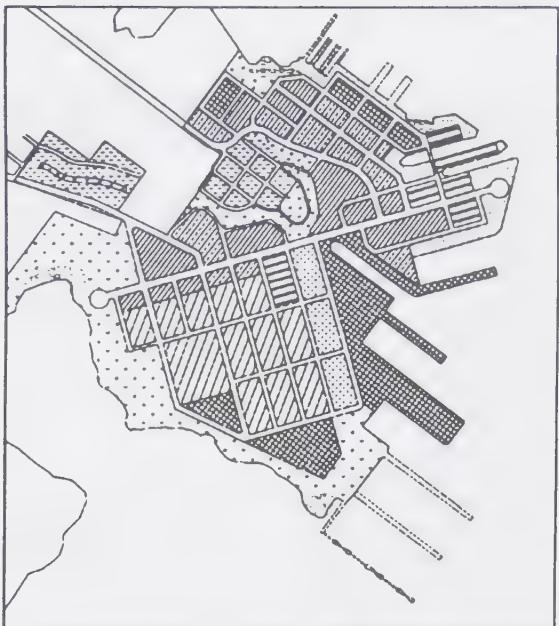
CAC, City Agencies and Office of Military Base Conversion.

**1994**

NOVEMBER

**Preliminary  
Plans**
**1995**

JANUARY

**Proposed Draft  
Land Use Plan**


Education/Cultural/Historical	Future Development
Industrial	Open Space Passive
Research & Development	Open Space Active
Residential	Open Space Hard Surface
Mixed Use	Open Space Possible Wetland Restoration

**Primary  
Components**

The Preliminary Plans are variations of the Preferred Alternative developed during an October 1994 design workshop. Each of these three plans builds on the general direction in the Preferred Alternative. Subjected to rigorous evaluation, the most promising and compatible elements of each plan were identified as key elements of the Proposed Draft Plan.

**The Proposed Draft Land Use Plan is characterized by a focus on Arts and Industrial land uses that are carefully tailored to the realities of the site and its distinctive economic opportunities. This proposed plan provides a rational assembly and design of the best features of the three Preliminary Plans.**

**Setting and  
Participants**

July Through October 1994 was a time devoted to "Designing the Preferred Alternative." Participants included full CAC review, public working sessions with design professionals, regulatory agencies and the community.

# The Planning Process for Hunters Point Shipyard

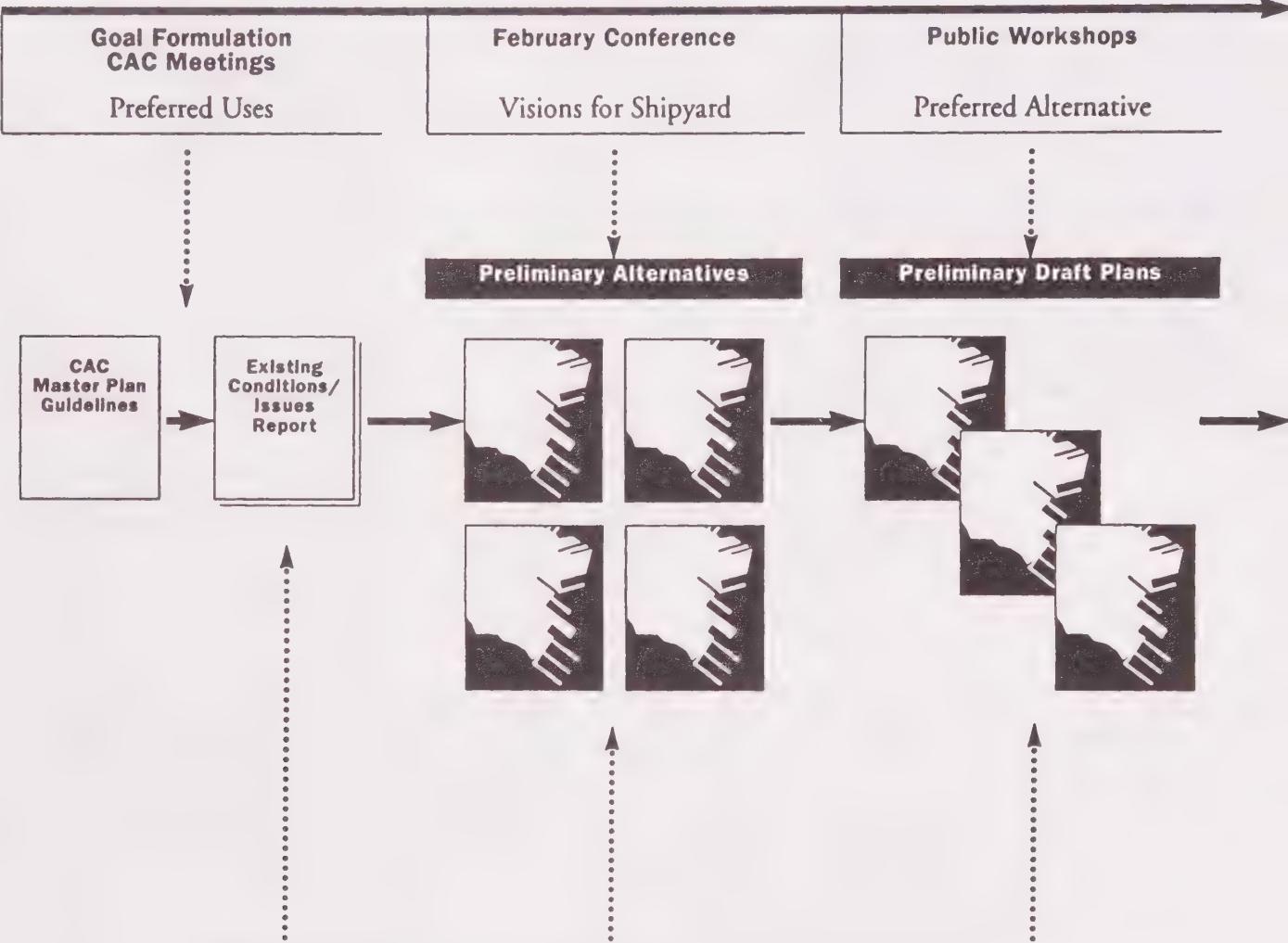
## Where we've been

1993

WINTER-SPRING 1994

SUMMER-FALL 1994

### Public Involvement via Citizens Advisory Committee (CAC)



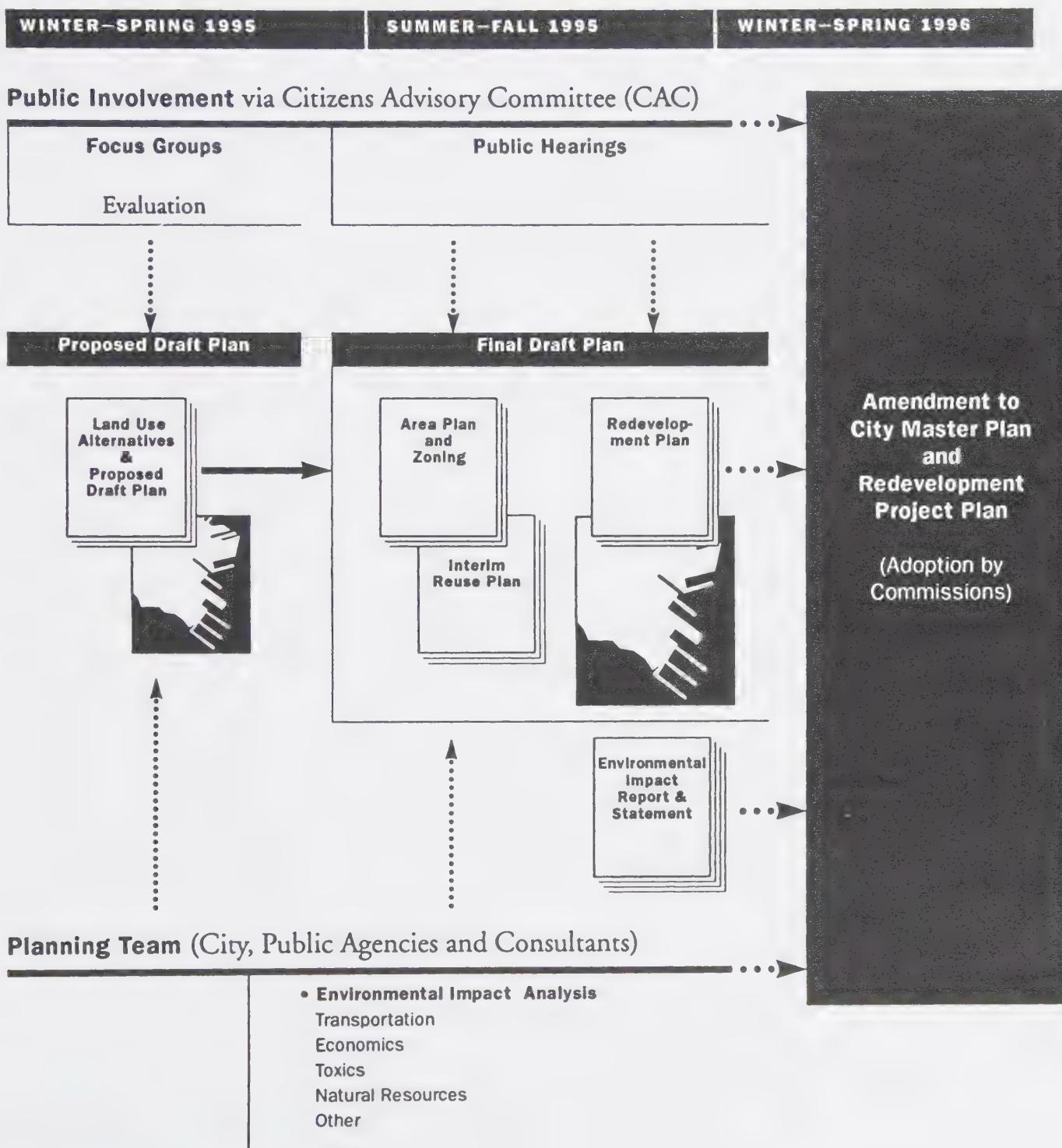
### Planning Team (City, Public Agencies and Consultants)

- Analysis of Shipyard Site and Surrounding Area

- Economic Feasibility Analysis
- Implementation Strategy
  - Target Industries
  - Economic Development
  - Roads and Parcels
  - Cultural Facilities

# The Planning Process for Hunters Point Shipyard

## Next Steps



---

**COMMUNITY  
CHALLENGE  
AND PUBLIC  
PROCESS**

The focused effort to develop land use alternatives for the reuse of the Hunters Point Shipyard began early in 1994. In response to a broad-based community commitment and clarity of vision, a challenge was issued to the City and County of San Francisco. This challenge was to develop a coherent and economically viable reuse plan that addresses specific community needs and issues. In February 1994, the CAC sponsored a day long conference on the future of the Shipyard which culminated several years of community discussion, outreach to neighborhoods throughout the City, consideration of potential uses to be studied for the Shipyard and the adoption of a set of seven guidelines for site development.

**Mayor's Hunters Point Shipyard Citizens Advisory Committee Planning Guidelines**

Potential reuse of the Shipyard holds opportunities for jobs, job training, community economic development and reintegration of the Shipyard into the social, economic and physical fabric of the Bayview Hunters Point community and San Francisco. The CAC has responded to these challenges with many imaginative and useful suggestions. They have framed their ideas for the community and professional planners both in words and intent in the planning guidelines outlined below:

**1. *Create Jobs for Economic Vitality***

Encourage land uses that will foster employment, business and entrepreneurial opportunities, cultural and other public benefits for residents of San Francisco. South Bayshore residents and businesses should be given priority. Legislative and administrative regulation mandating preference to South Bayshore residents and businesses in the course of the environmental remediation, redevelopment and reuse of the property should be used to facilitate this objective. Existing training and educational programs shall be supported and new programs created as needed.

**2. *Support Existing Businesses and Artists' Community***

New uses should be compatible with existing South Bayshore businesses, Shipyard businesses and artists, and other sectors of San Francisco's economy. Maintain the large community of artists and artisans on the Shipyard, providing for their need for flexible low-cost space, while accommodating the full diversity of arts and culture in the South Bayshore community.

Expand the scope of activities to accommodate the full range of arts and culture.

**3. *Create Appropriate Mix of New Businesses***

Encourage diversity with a mix of large, medium and small businesses to generate revenues for the City's general fund and to stimulate the economy of the South Bayshore community. Diversify San Francisco's economic base by restoring its industrial sector with uses based on futuristic technologies tied to regional, national and international markets and economies.

Target industries and businesses with a likelihood for long-term growth such as multimedia, biotech and video/film.

- 
4. *Balance Development and Environmental Conservation*  
Balance development with reclamation of the natural ecology of the southeast waterfront with targeted uses that are environmentally appropriate for the San Francisco Bay. Use the toxic cleanup process to develop training, employment and business opportunities consistent with Guideline 1.
  5. *Facilitate Appropriate Immediate Access*  
Incorporate an action program to enable immediate access to existing Shipyard facilities, giving preference to South Bayshore businesses and organizations. Transitional uses in the Shipyard should be consistent with, and not deter, long-term development of the Shipyard in accordance with these Master Plan Guidelines.
  6. *Integrate Land Uses*  
Integrate new uses at the Shipyard into current plans for the Bayview area. Plan for the integration of passive and active open space, affordable housing, transportation and traffic circulation, while minimizing land use conflicts between housing and industry.
  7. *Acknowledge History*  
Include uses that acknowledge the history of the original Native American inhabitants of the Hunters Point area and historic relationship of Bayview Hunters Point's African-American community to the Shipyard.

The community expressed their objectives for the site in the form of land use lists, job creation goals, physical plans developed by six working groups and an impassioned request for a vision that would bring new vitality to the Bayview Hunters Point community and the City as a whole. With the completion of the February, 1994 conference, involving 250 participants and numerous outside experts, the stage was set for an intensive site planning initiative.

Citizens and government agencies in San Francisco are in the process of developing plans for many critical areas of the City. The waterfront under the jurisdiction of the Port of San Francisco, Hunters Point Shipyard, Treasure Island, portions of the City damaged in the 1989 Loma Prieta earthquake, the South Bayshore, the northeastern portion of the Mission District and the Civic Center are areas all currently undergoing a planning process. Hunters Point Shipyard, being one of these many planning areas, poses some challenges that are unique to the site and others that are common to all these planning projects.

### **Immediate Problems**

The Bayview Hunters Point community, similar to all the other communities surrounding or otherwise involved in these planning areas, is actively engaged in a planning process coordinated by government agencies that are working with increasingly limited resources. Current state and local economic conditions are placing stress on a citizenry who, between the responsibilities of economic hard times, the rigors of responsible community participation and the challenges of daily



Hunters Point Shipyard  
**February 1994 Conference**

life, are often not able to focus on all the details of complex planning issues. Government, also feeling the serious consequences of an economic recession, has limited personnel and financial resources to apply to these planning projects and their proposed implementation programs. There is a common feeling throughout San Francisco that competition for scarce time, money and dwindling government resources has never been greater.

### **Long Term Problems and Challenges**

Approximately 500 acres of land at the Shipyard are under consideration for reuse in a relatively isolated portion of southeast San Francisco. The surrounding Bayview Hunters Point community continues to be challenged by aggravated social and economic hardships. The Shipyard facilities are in need of toxic remediation, adaptive reconstruction and appropriate economic reuse. There are, despite the planning and reuse challenges, tremendous opportunities that arise from the solutions to the problems.

### **Citizens Advisory Committee (CAC)**

The public participation process for the reuse planning of the Hunters Point Shipyard began more than three years ago with the appointment, by former Mayor Art Agnos, of the CAC. Under Mayor Jordan, the CAC continues to be responsible for collecting public opinion and working with City agencies to assure that the needs of the Bayview Hunters Point community and the City as a whole are addressed. The Committee includes representatives from community, governmental and civic organizations, Bayview Hunters Point residents and businesses, educational institutions, and current Shipyard tenants.



© J. Bergdoll

**Hunters Point Shipyard  
View toward northeast from Hunters Point Hill.**

The CAC was established with a subcommittee structure in order to be as accessible to the public as possible. The Economic Development/Land Use Subcommittee sponsored a series of meetings in neighborhoods throughout San Francisco in order to provide background information to the public regarding the Shipyard and the ongoing negotiations between the City and the Navy. Community input was gathered at these public meetings in an effort to reach a consensus on development goals for the reuse of Hunters Point Shipyard.

### **Establishing Physical Plan Objectives**

The reuse planning team, including San Francisco's Redevelopment Agency, Planning Department, Department of Public Works, Department of Public Health, Port, Muni, consultants and representatives of the CAC, met in an intensive series of working meetings to develop land use plan alternatives for the Shipyard. Through discussions and presentations, the team articulated planning parameters - a range of goals, objectives and guidelines about the site, access to the site, market opportunities, regulatory roles, phasing, operational revenues and economic development. These working assumptions about site development involved physical planning for the site itself, analyses of transportation planning needs, and various requirements for the long term financial success of the project. This chapter describes these parameters - the regulatory context of planning for the reuse of the Shipyard, site conditions, transportation opportunities and constraints and economic conditions and opportunities. The chapter's last subsection examines the Bayview Hunters Point community's visions which were considered in the development of preliminary land use alternatives for the Shipyard.

**REUSE  
PLANNING  
REGULATORY  
CONTEXT**

Effective comprehensive planning activities require the coordination and cooperation of public agencies. The manner in which the goals and policies of the reuse plan for the Shipyard can be successfully implemented depends on consultation and coordination with public agencies having some jurisdiction and decision-making authority with respect to the development of the Shipyard. Figure 2.1, below, presents the principal public agencies that have the expertise and jurisdiction associated with the adoption and implementation of land use planning at Hunters Point Shipyard.

**Figure 2.1**

## REGULATORY FRAMEWORK

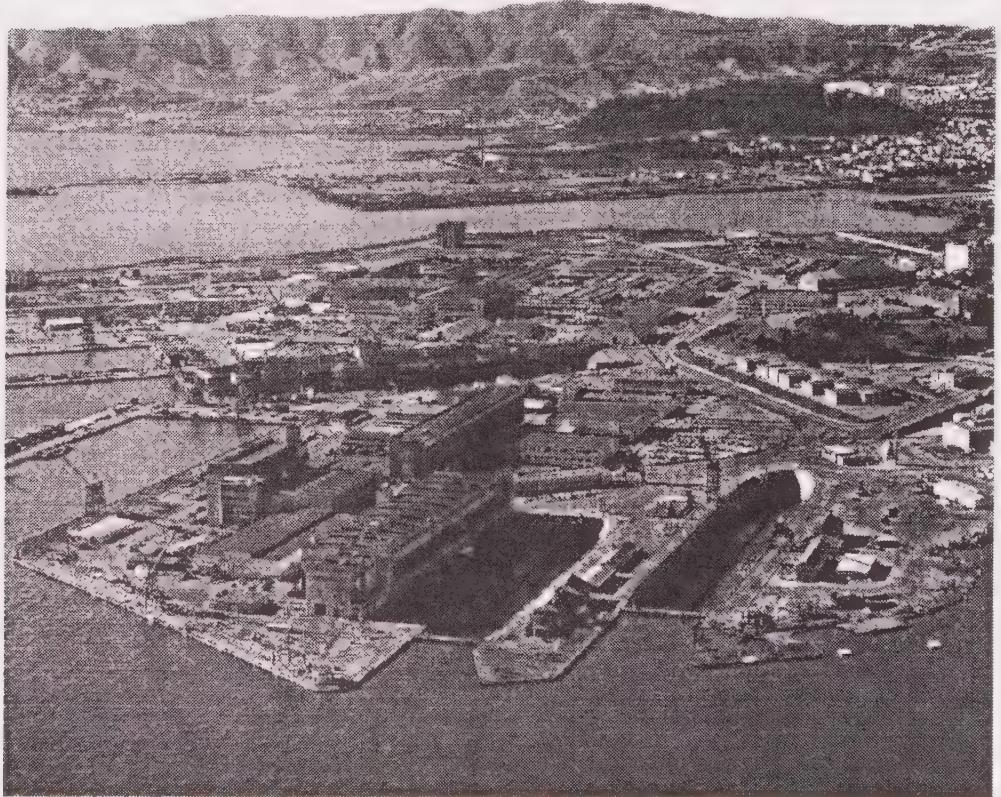
REGULATORY FRAMEWORK	AGENCY/COMMISSION	TYPE OF COORDINATION
<b>Local Laws and Regulations</b>		
San Francisco Master Plan Elements	City Planning Commission	Public involvement process, Departmental reviews, public hearing
San Francisco Planning Code	City Planning Commission, Board of Supervisors, Mayor	Public involvement process, Departmental reviews, public hearing
Redevelopment Area Plans	Redevelopment Commission, City Planning Commission, Board of Supervisors	Public involvement process, Departmental reviews, public hearing
<b>California Laws and Regulations</b>		
California Environmental Quality Act (CEQA)	San Francisco Planning Department and Commission	Environmental Impact Report (EIR)
Public Trust Lands	State Lands Commission	Consistency of uses with Public Trust requirements
California Endangered Species Act	California Department of Fish and Game	Consultation through the EIR
McAteer-Petris Act	Bay Conservation and Development Commission	Permit for land use changes and conformity with the Bay Plan
California Clean Air Act	Bay Area Air Quality Management District	Permits for stationary sources of all air emissions, mainly industrial sources
<b>Federal Laws and Regulations</b>		
National Environmental Policy Act	U.S. Navy	Environmental Impact Statement (EIS)
Clean Water Act	Environmental Protection Agency/San Francisco Bay Regional Water Quality Control Board	National Pollution Discharge Elimination System permits for discharges to Bay
Coastal Zone Management Act	Bay Conservation and Development Commission	Consistency finding
Executive Order 12898 (Environmental Justice)	U.S. Navy	EIS
National Historic Preservation Act	U.S. Navy/State Historic Preservation Officer	EIS/EIR and Section 106 Report; MOU with Advisory Council
Federal Water Pollution Control Act, as amended	U.S. Corps of Engineers	Section 404 permit for activities in navigable waters and wetlands

**HUNTERS  
POINT  
SHIPYARD  
SITE  
CONDITIONS**

The Shipyard itself is a regional landmark, on the southeast San Francisco waterfront, visible from around the Bay. It is a predominantly flat site, its topography punctuated by Hunters Point Hill extending into the site from the northwest. From the extensive waterfront edge and from the hill, there are dramatic views of downtown San Francisco and the East and South Bay. The Shipyard site, its soils and buildings are summarized below and in Figures 2.2 and 2.3. Detailed descriptions are included in the Hunters Point Shipyard Existing Conditions Report.

### **Site**

The Shipyard site contains approximately 500 dry land acres, much of which is level land created by cutting the natural hill, excavating the Drydocks and filling the bay during a rapid expansion from 1940 - 1945. The condition and quality of the fill is not known for all parts of the site. Ground shaking and liquefaction hazards are therefore relatively high on most of the site, similar to other eastern waterfront areas in San Francisco.



**Hunters Point Shipyard  
Aerial view of Hunters Point Shipyard looking south.**

© Robert Cameron



Figure 2.2  
Hunters Point Shipyard

## AERIAL PHOTO OF HUNTERS POINT SHIPYARD Existing Conditions

(N) North Gate

DD Drydock

(S) South Gate

— Naval Shipyard Boundary

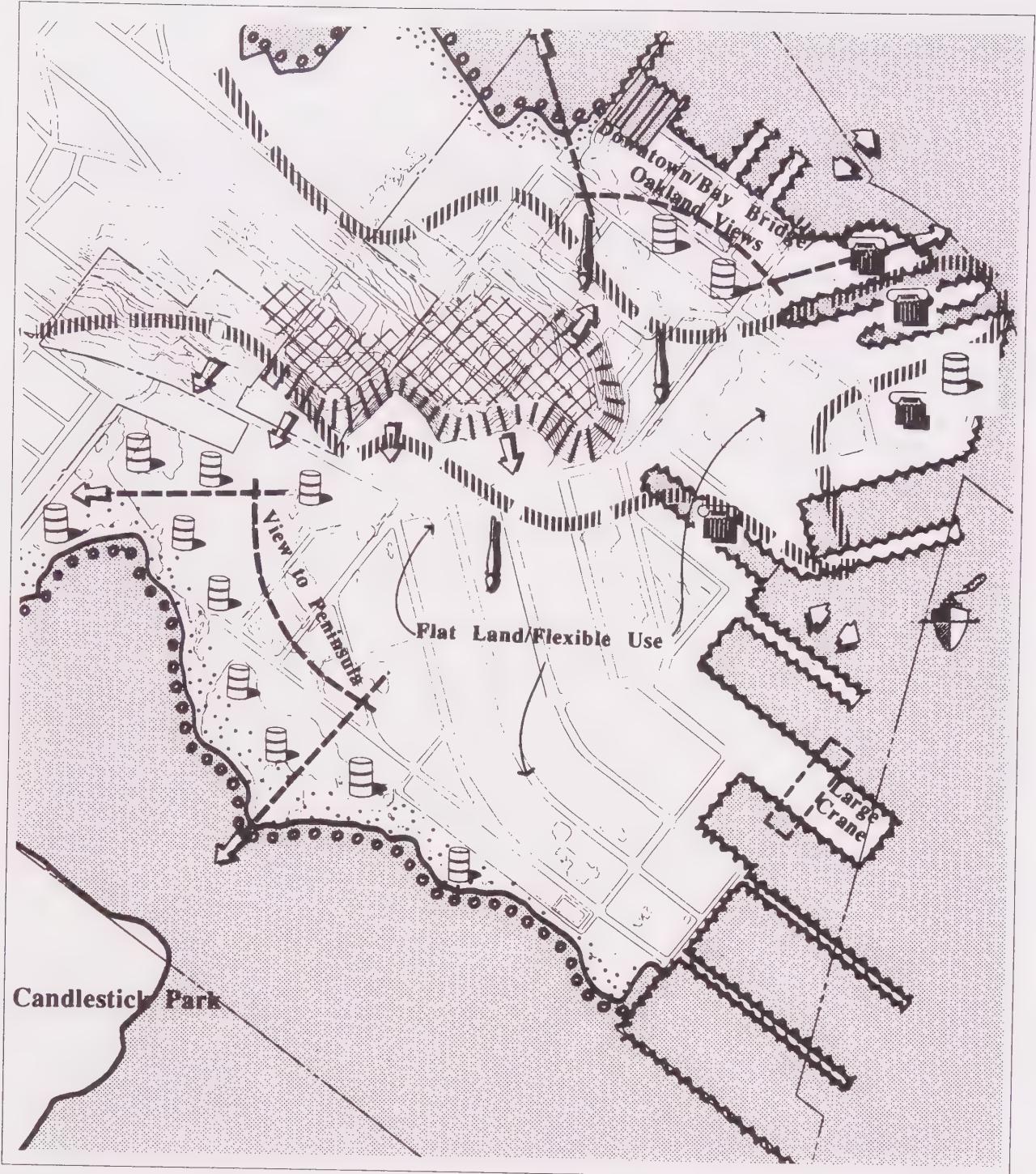


Figure 2.3  
Hunters Point Shipyard

FEET 0 600 1200



## OPPORTUNITIES AND CONSTRAINTS

## Legend: Opportunities and Constraints



**Views:** Many parts of the site have unobstructed long-range views of major regional landmarks. These locations are very attractive and marketable for new development and public spaces.



**Historic Structures:** These interesting buildings and drydocks present opportunities for understanding the history of the place and the region. Historical designation, however, will provide constraints to major changes via adaptive reuse.



**Steep Slopes:** Much of the edge of the hill has steep gradients which will make construction of buildings and roads difficult here. This hill edge, however, serves as natural open space landscaping and an orienting feature of the site.



**Hill/Plateau:** Hunters point Hill is one of the most significant coastal features on the eastern face of the City, and provides an opportunity for regional site visibility. The hilltop is well suited for construction because the slopes are not too steep.



**Significant Soil and Ground Water Contamination:** There are hazardous waste issues on many parts of the site, but a few may seriously constrain and/or delay development in those areas. Investigations are still underway, so the symbols represent general areas and not necessarily specific sites.



**Shoreline Open Space/Bay Trail Link:** The undeveloped open space along the shoreline provides an opportunity for a more continuous shoreline trail and possibly a regional recreation area.



**Piers & Bulkheads in Poor Condition:** Much of this edge has not been well maintained and the constant wave motion has hastened deterioration. Substantial investment will be needed in most cases to renovate.



**Natural Deep Water/Maritime:** Proximity to natural deep water channels provides an opportunity for various maritime uses without major dredging costs. Relatively stable soil/bedrock provides opportunity for larger structures near the water.



**Ferry Terminal:** Direct water access to downtown and East Bay ferry terminals presents regional alternative transportation opportunities.



**Artist Community:** The sizable working artist community is a viable regional industry compatible with light industrial and other uses. Artists can help foster revitalization with creative transitional uses and aesthetic enhancements.



**Uplands:** Approximate extent of solid land as of 1870. Development outside this area possibly restricted to "Public Trust" uses as regulated by the State Lands Commission



**Large Crane:** The crane structure (approximately 150 feet tall) is a major focal point regionally and locally. It may present opportunities for creative reuse as an observation platform or commercial uses with spectacular views of the bay and peninsula.

## **Soils**

The Shipyard was identified as a federal Superfund site and placed on the Environmental Protection Agency's National Priorities List in 1989. Investigation of the site is ongoing, and the Navy will be responsible for remediating hazardous waste at the Shipyard. The latest information from the soils investigations identifies a significant amount of developable land area as having the potential to be cleaned and transferred to the City in early phases of the project. This early transfer will require the cooperation of the City , the Navy and regulatory agencies to identify areas of interest and speed up the regulatory and clean-up processes for these locations. A few problem areas have been identified which will require more extensive clean up. The uses designated for the land in this planning process will influence the level of clean-up required. Phasing and site development, however, are to some extent dependent on the type and location of hazardous material.

## **Buildings and Structures**

The condition of buildings on the Shipyard varies tremendously. Over 60 of the 110 buildings are currently occupied and additional buildings are in leasable condition, representing a total of more than 2 million square feet of space. These buildings historically served the industrial, recreational, commercial and residential needs for the Shipyard. Most of the other buildings, however, are in poor condition and would require costly investment to make them usable for future development. Additionally, there are a number of distinctive historic buildings on the site, such as the red brick pumphouses and the Ordnance and Optical (green glass) building, in the area of Drydocks 2 and 3. Other significant focal points of the Shipyard include some warehouses with interesting facades, several massive industrial buildings with large overhead doors, the gigantic cranes, and ships docked at various places.

The opportunities and constraints facing the Shipyard are highlighted in Figure 2.3.



Hunters Point Shipyard

**Buildings of various character north of Drydock 4.**

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**TRANSPORTATION CONSTRAINTS AND OPPORTUNITIES** Outlined below is an overview of current transportation facilities on the Shipyard site itself and in the surrounding Bayview Hunters Point community. Existing constraints and potential transportation opportunities are also examined.

## **Existing Conditions**

### *Transit*

Although the Bayview Hunters Point area is well-served by public transit, direct Shipyard transit service is limited. Currently, the only Muni line providing direct service to the Shipyard is Route #19 - Polk.

The Paul Avenue CalTrain station has limited stops for rail passengers travelling to and from the Peninsula to the downtown San Francisco station at 4th and Townsend Streets. Muni crosstown Route #29 is the only transit link for the Paul Avenue CalTrain station.

### **Streets, Highways, and Parking**

There are two access points into the Shipyard. The North Gate is located at the northern end of the Shipyard at the intersection of Innes Avenue and Donahue Street. The South Gate on Crisp Avenue provides southern access, however, this gate is currently closed to traffic. An extensive roadway system exists within the Shipyard boundaries; however, striping, signage, curbs and gutters are practically non-existent. Both on- and off-street parking within the Shipyard is plentiful.

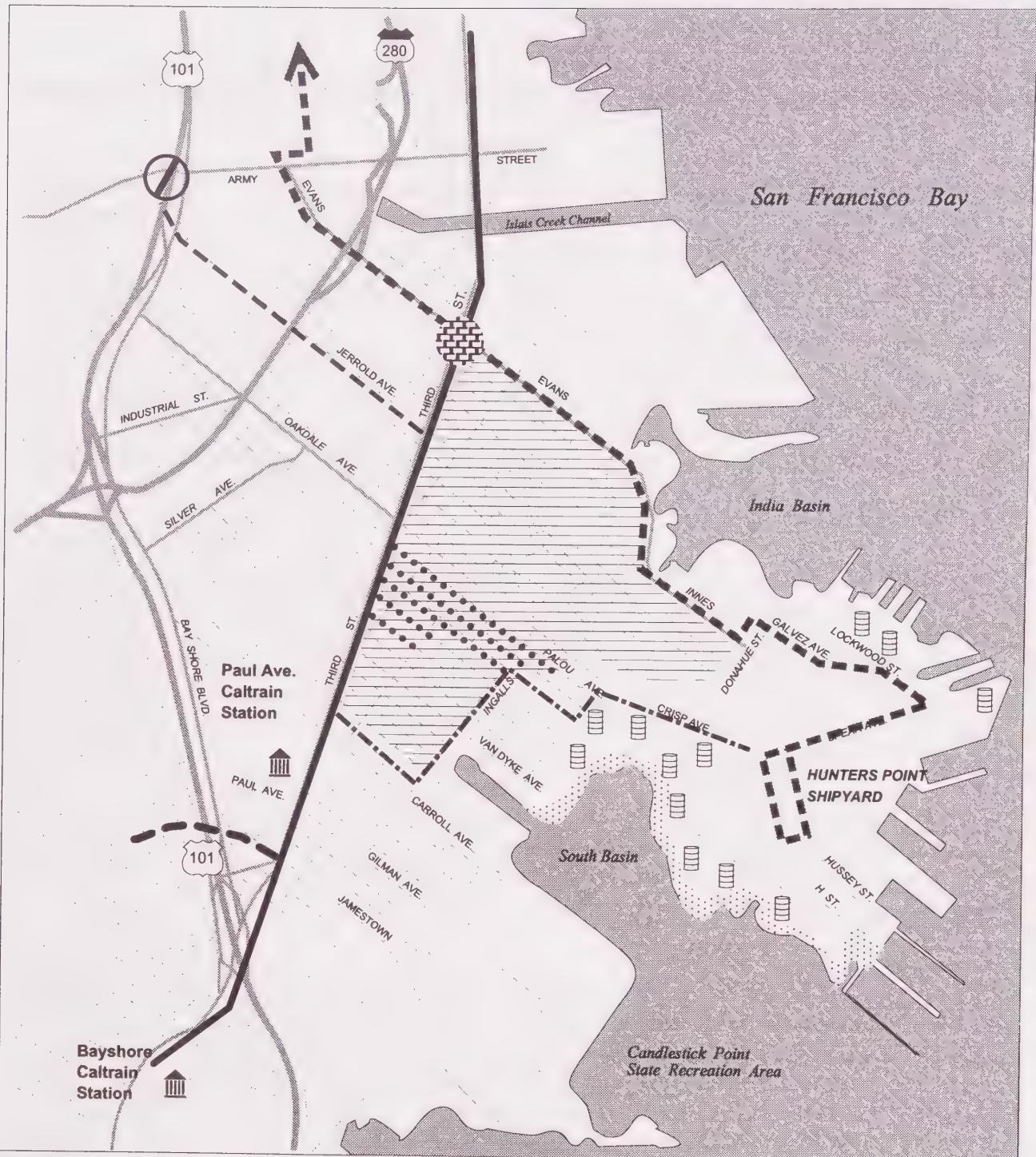
The Bayview Hunters Point area is traversed by two major north/south freeways - U.S. Highway 101 and Interstate 280 (I-280). Access to the Shipyard from the freeways is through the Bayview Hunters Point neighborhood using thoroughfares such as Army and Third Streets, along with Evans and Innes Avenues.

### *Freight and Goods Movement*

Freight rail access is via the CalTrain Joint Powers Board alignment (Southern Pacific trackway) with a rail spur leaving the CalTrain main line near Carroll Avenue and proceeding to the Shipyard through the South Gate. Rail movements are infrequent and consist primarily of railway equipment destined for the railway museum located at the Shipyard. Truck traffic through the Bayview Hunters Point area has shifted onto Third Street given restricted access on I-280. Truck access to the Shipyard is through the North Gate via Third Street, Evans and Innes Avenues.

### *Pedestrian and Bicycle Amenities*

There are no sidewalks, pedestrian trails or bicycle routes within the Shipyard. The Bayview Hunters Point area has several signed bicycle routes, but no pedestrian paths. The “South Bayshore Plan”, a proposed Area Plan of the City's Master Plan, recommends the creation of a comprehensive system for pedestrian and bicycle circulation.



**Figure 2.4**  
Hunters Point Shipyard

## TRANSPORTATION CONSTRAINTS

- No Truck Over 11,000 lbs.
- No Vehicles Over 6,000 lbs.
- Existing Truck Route
- Low Rail Tunnel Clearance

 No U.S. Hwy. 101 On-Ramp

Proposed Light Rail Transit on Third St.  
will Reduce Vehicular Capacity by 1/3

— MUNI Route 19

-  Existing Residential Zone
-  Area of significant soil  
and ground water contamination
-  Projected Intersection  
Congestion (Evans Ave.  
and Third St.)



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## **Transportation Constraints**

Existing transportation system limitations and land use development put constraints on Shipyard access. Identifying these constraints (see Figure 2.4) is the first step in resolving obstacles to providing better access to the Shipyard.

### *Transit*

- There is no direct Muni service from the Shipyard to Downtown which is a constraint for future development. The only transit line serving the Shipyard (#19) stops at the Civic Center, which is a 30-minute ride.
- A limited number of Muni crosstown lines serve the Bayview Hunters Point area, and none have direct service. Connections are circuitous and time consuming.
- The lack of direct connections to regional transit (such as CalTrain stations, BART, and Transbay Terminal) constrains the use of transit by commuters.
- Although CalTrain operates 61 trains per day, only 20 serve the Paul Avenue station. Limited service is a constraint.
- Lack of origination passenger demand limits the feasibility of passenger ferry/water taxi service, although, the existing Donahue Piers could be readily converted to such use.

### *Streets, Highways, and Parking*

- Freeway access to and from the south is limited and circuitous. Access to U.S. Highway 101 requires travel through residential areas of Bayview Hunters Point. Access to I-280 is indirect from Peninsula Avenue.
- Evans/Innes Avenues is the only existing major arterial roadway serving the Shipyard. The intersection at Evans Avenue/Third Street currently operates at a level of service E, which indicates a heavily congested area.
- Access from the South Gate could result in negative traffic impacts on adjacent Bayview Hunters Point residential neighborhoods.
- Implementation of passenger light rail service along Third Street would reduce Third Street vehicular capacity. One traffic lane in each direction, about one-third of the vehicular capacity, would be lost to exclusive rail right-of-way.
- Currently the Bayview Hunters Point area along Evans Avenue and other streets in the Bayview industrial area south of the Shipyard's South Gate experience illegal truck parking. Illegal perpendicular and double parking of trucks restricts traffic flow and reduces vehicular capacity.

- Existing streets within the Shipyard are not well maintained, lack proper striping, traffic and directional signs, and do not have traffic control devices. Maneuver through the Shipyard is confusing and difficult.
- The existing street grids within the Shipyard produce awkwardly shaped parcels and hazardous intersections. Such intersections have limited safety and capacity.
- Parking regulations and controls are limited (especially for the larger Bayview Hunters Point neighborhoods), provoking circulation and congestion problems.

#### *Freight and Goods Movement*

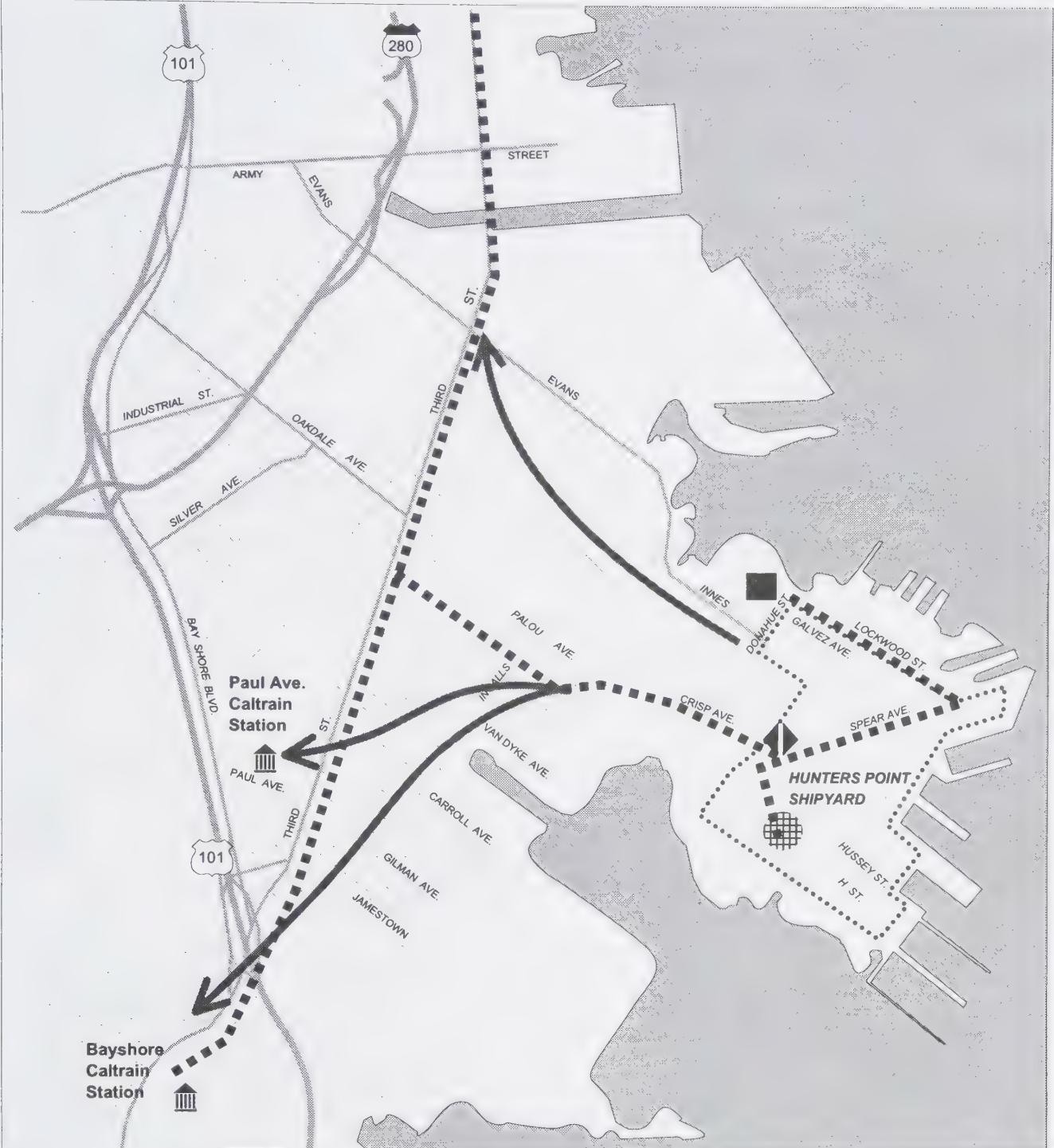
- There is no major thoroughfare connecting trucks from the Shipyard to the freeway system without passing through residential and neighborhood commercial sections of Bayview Hunters Point.
- Restrictions on truck access are imposed in the Bayview Hunters Point area, including restrictions on through traffic on Third Street between Jamestown and Jerrold Avenues, truck weight restrictions, and weight limits.
- The existing rail spur for the Shipyard does not have connections to the regional/national rail system. The spur between Crisp Avenue and the Southern Pacific mainline has been partially removed and the remaining segment is located within the existing Coca Cola Company plant property.
- Low clearance in existing Southern Pacific mainline tunnels does not allow a double stack container operation. Without double stack containers, container ship use at the Shipyard is economically infeasible.
- Freight rail operations with existing configurations of track- and roadways would cause considerable interruption to vehicular circulation.

## **Opportunities**

Transportation services to the Shipyard can be significantly improved through identifying and expanding upon existing opportunities. Potential opportunities including both systems and services endeavors, are outlined below and illustrated in Figures 2.5 and 2.6.

#### *Transit*

- Existing Muni service to the Shipyard could be improved through route changes and/or service expansion. Restructuring could produce more frequent and direct service from the Shipyard to the Paul Avenue and Bayshore CalTrain stations, the BART stations at Glen Park and Balboa Park, Transbay Terminal, and Downtown.



**Figure 2.5**  
Hunters Point Shipyard

## TRANSIT OPPORTUNITIES

■ ■ ■ ■ ■ Potential Third St. Light Rail extended onto Shipyard



Potential Site for Muni Maintenance Facility



Local Transfer Point



South Gate Open



Potential Muni Radial Service Expansion



Potential Muni Local Service



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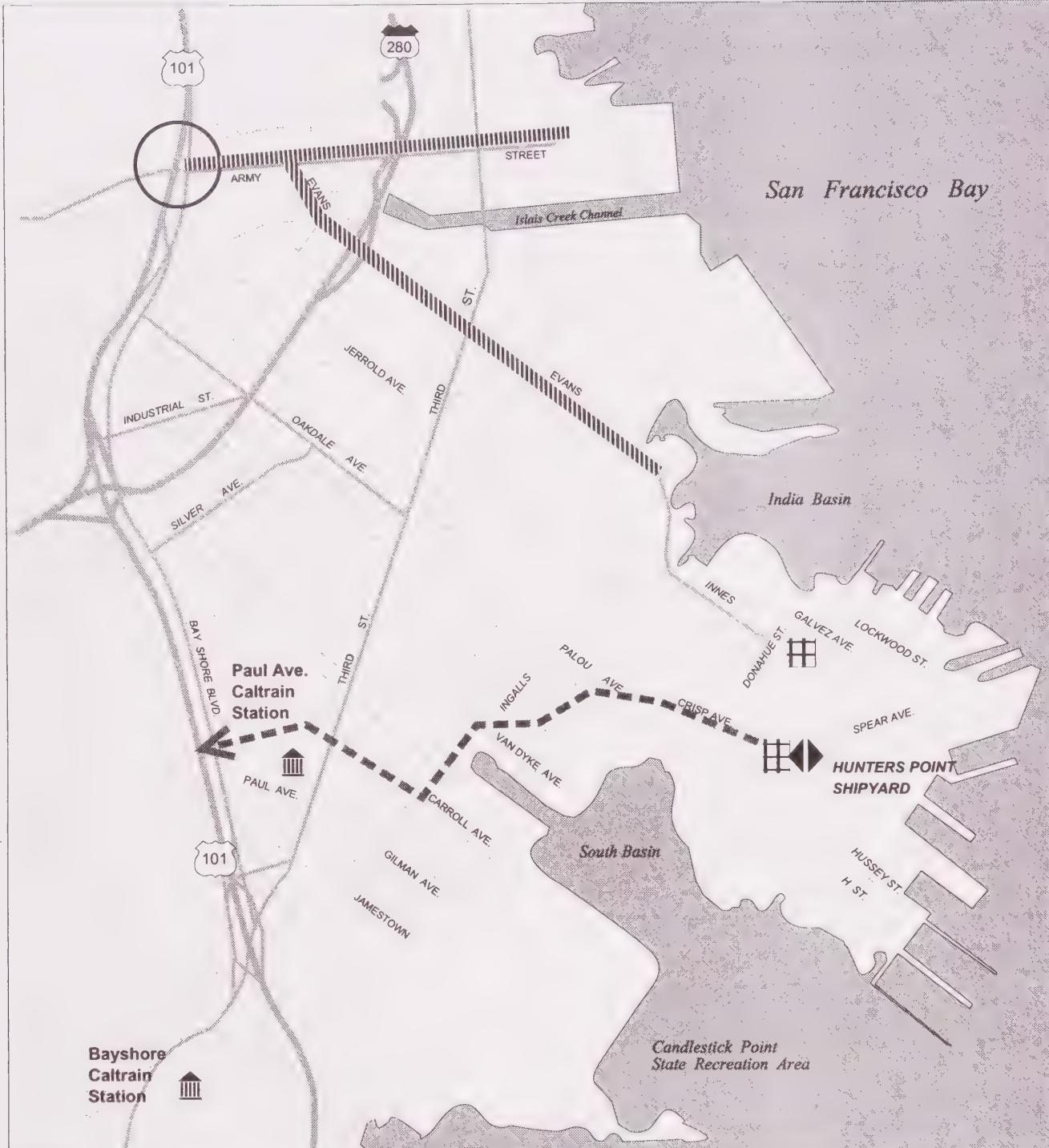


Figure 2.6  
Hunters Point Shipyard

## ROADWAY OPPORTUNITIES



Peak Tow-Away  
7-9 AM - 4-6 PM



Potential South Access  
Truck Road



Proposed Army St. and Bayshore Blvd. Improvements



Recommend opening South Gate at Crisp and Spear



Recommended Shipyard Intersection Improvements



no scale NORTH

- Increasing the number of stops at the Bayshore and Paul Avenue CalTrain stations, especially in the morning and evening peak hours, would accommodate more Peninsula/South Bay/Downtown trips. Transfers to Muni bus lines would provide convenient links to and from the station areas.
- Improving transit service through the development of new rail transit as proposed in the “Bayshore Corridor Transit Study” along Third Street could be expanded to connect with the Shipyard. Transit development along Third Street would serve as the transit spine for the entire Bayview Hunters Point area.
- Muni is currently evaluating alternative sites for the development and operation of an additional light rail maintenance and storage facility including a location within the Shipyard. Such a facility could jumpstart the expansion of light rail service to the Shipyard, help satisfy transportation demand, and stimulate development and use of the Shipyard.

#### *Streets, Highways and Parking*

- The Shipyard has an extensive roadway system, but lacks ancillary facilities such as curbs, gutters, signage and traffic controls. Some roads have not been maintained and are in poor condition. Modifications to the existing street system could serve future development.
- Some modifications and adjustments to major intersections such as Innes/Donahue and Crisp/Spear within the Shipyard would accommodate a more efficient traffic flow.
- Better and more effective signage on Evans and Army Streets would influence efficient traffic flow without negatively impacting the residential neighborhoods.
- Enforcement of parking on Evans, Army and other streets used to access the Shipyard would also influence efficient traffic flow.
- Implementation of plans to widen and improve the intersection at Army Street and Bayshore Boulevard would increase roadway capacity and improve traffic safety. These improvements would enhance access to the Shipyard along with the rest of the Bayview Hunters Point community.
- The enforcement of existing parking regulations and the development of future parking management to accommodate demand, yet emphasize multiple riders per vehicle, is essential.

#### *Freight and Goods Movement*

- A truck route accessing the South Gate could be identified and constructed using the existing roads and possibly the rail right-of-way into the Shipyard. Routing truck traffic away from residential neighborhoods is imperative.
- Existing maritime facilities could be upgraded to accommodate trucks transporting freight from ships to Bay area destinations.

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### *Pedestrian and Bicycle Facilities*

- Extend pedestrian and bicycle facilities developed from recommendations out of the South Bayshore Study to include the Shipyard.
- Develop pedestrian and bicycle facilities along with Muni routes to provide the link from Muni to other destinations such as shopping and employment.
- Convert unused open space for pedestrian and bicycle purposes, including the extension of the Bay Trail along the Shipyard water's edge.

#### **ECONOMIC CONDITIONS AND OPPORTUNITIES**

Faced with the challenge of developing a 20 year long range plan for the Shipyard, the planning team had to consider both recent economic trends and long term potentials for San Francisco and the Bay Area.

The current California recession is well documented in terms of employment declines, falling average wages, and declining capital investments. In the midst of this recession, however, the San Francisco concentration of workers ranks among the highest in the nation. Despite this concentrated workforce, many workers from outside San Francisco continue to commute to the City for their jobs. Although the recession has had dramatic impacts on many local economies and touched the lives of nearly every Californian, the Bay Area experience has been less dramatic than in Southern California. San Francisco, however, has been one of the most affected economies in the Bay Area.

Between 1976 and 1989, San Francisco experienced annual increases in the total number of jobs. In 1990, however, the trend reversed and the City began to lose jobs. As early as 1985, the number of industrial jobs in San Francisco began declining annually. The number of cultural and institutional jobs, on the other hand, have been increasing since 1976.

During the 1980s, according to the Planning Department's Commerce and Industry Inventory, the percentage of San Francisco jobs located in Bayview Hunters Point (identified as the Bayview District in the Inventory) held relatively stable at between 3.9 and 3.3 percent. The total number of jobs in San Francisco in 1980 was approximately 554,000. By 1990, the number of jobs in San Francisco increased to 574,000. Due to the relatively stable Bayview share of San Francisco jobs, the Bayview District experienced a net employment increase during the 1980s. In 1990, 3.8 percent of all San Francisco jobs were located in Bayview Hunters Point. This means that in 1990 there were more jobs in Bayview Hunters Point than in either the Mission, the North West, or the Van Ness corridor areas of San Francisco.

With the 1990s, however, the net job loss in San Francisco had reduced the total number of jobs in San Francisco from 574,000 in 1990 to 544,000 in 1992. Assuming the stable Bayview District share of San Francisco employment evident throughout the 1980s, the overall job loss in the first two years of the 1990s could account for a net Bayview District job loss of approximately 1,000

jobs. Compared to the rest of San Francisco, Bayview Hunters Point has a relatively high percentage of establishments employing more than 20 and fewer than 500 workers. Many of these jobs are in the industrial sector, while relatively few jobs are in the cultural and institutional sectors. Of the 1,129 establishments identified in Bayview Hunters Point for 1990, 692 were in the industrial sector and only 60 were part of the cultural and institutional sector. Retail accounted for another 212 Bayview Hunters Point establishments.

In terms of the value of construction activity during 1992, only the South of Market area had a greater investment in the industrial sector than Bayview Hunters Point. As recently as 1993, 41.8 percent of the total industrial land area in San Francisco was located in Bayview Hunters Point. This compares to only 2.8 percent of the total land area of San Francisco devoted to retail, cultural and institutional uses being located in Bayview Hunters Point.

The economic challenges in light of the current recession for both San Francisco and Bayview Hunters Point are great. The Hunters Point Shipyard, once an economic and employment cornerstone of the Bayview Hunters Point area, again represents opportunity. Scarcity of land has been one of the leading factors in the general decline of industrial activity in San Francisco. Without cost effective means of expanding facilities, many successful incubator businesses leave San Francisco in search of less expensive and more available land. The approximately 500 acres of land at the Shipyard represent an opportunity for possible business development and expansion. Selecting the appropriate business and industrial activities for possible location at the Shipyard in the midst of a recession is one of the greatest economic challenges in the current reuse planning effort.

### **Identifying Market Potential**

Consultants worked to identify the commercial/market potential of the Shipyard using carefully researched market analyses. For Hunters Point Shipyard reuse projects to succeed, their target markets must be reached. These market parameters address those needs independent of the physical planning for site development.

### **Market Parameters**

- Design a flexible integrated pattern of economically and functionally viable land uses
- Create a circulation system for the efficient movement of goods and services
- Provide moderate density housing
- Provide service retail related to site residents and workers
- Provide business incubator space
- Explore Research and Development potential at the Shipyard

The market analysis first identified commercial and industrial growth activities on international, national, state, regional and local levels. Based on site constraints associated with location, accessibility, the Bayview Hunters Point local labor force and market area, the most appropriate market opportunities for the Shipyard were identified. This process of matching appropriate



**Figure 2.7**  
Hunters Point Shipyard

## EXISTING SOUTH BAYSHORE LAND USE BY DOMINANT USE

[Vertical Hatching]	Light/Heavy Industrial	[Dotted Pattern]	Parks and Open Space (including Existing and Proposed)
[Diagonal Hatching]	Commercial	[Solid Black]	Public
[Solid Black]	Residential	[White Box]	Vacant

no scale NORTH



growth industries to the local labor force skills and qualifications was an essential economic development link to the community. A parallel effort looked at economic development strategies that would effectively prepare the local labor force for higher quality growth industry jobs. The results of this analysis produced a detailed list of potential uses for the Shipyard that were grouped into general land use categories.

#### *Industrial*

These uses are anticipated to a need mix of building types. The general building characteristics feature steel frame and tilt-up concrete construction with floor to ceiling heights between 18 and 22 feet with flexibility for manufacturing, warehouse and accessory office space. Anticipated market demand is for buildings that are divisible down to 5,000 square feet units, with most of the demand ranging from 10,000 to 35,000 square feet. Light manufacturing and assembly uses markets could require even smaller leasable floor areas. All of these buildings will also require dock and freight loading facilities.

- Medicinal and botanical products
- Biological products
- Trucking and courier services
- Wholesale sales
- Equipment leasing
- Food products
- Chemicals and allied products
- Primary and fabricated metals
- Electrical, electronic equipment and parts
- Airport related ground transportation
- Auto related services
- Motion picture production
- Printing and publishing
- Warehousing and distribution

#### *Research and Development*

The building types that address the market demands for these uses generally include a greater proportions of office space, more glass and landscaping than industrial buildings.

- Surgical, medical appliances and supplies
- Ophthalmic goods
- X-ray apparatus and tube
- Diagnostic substances
- Electromedical equipment
- Data processing
- Telecommunication services

- Precision instrument
- Miscellaneous durables

#### *Mixed Use*

The building types needed for these uses include a variety construction type and amenities. Careful design and performance controls are needed in these richly diverse areas to avoid conflicting neighboring uses.

- Artist studios
- Live/Work spaces
- Galleries
- Recording studios
- Engineering research and development
- Small education and health services
- Small warehousing and distributions
- Business and arts services
- Real estate and insurance
- Hotel and conference facilities
- Local serving retail

#### *Cultural and Institutional*

- Large education and training facilities
- Museums
- Theaters
- Specialty retail
- Restaurants
- Galleries
- Conference facilities

#### **ECONOMIC DEVELOPMENT**

In coordination with the land marketing and development of the Shipyard for the uses identified above, economic development programs have been researched and designed to meet the needs for community job participation and business ownership. These economic development programs have begun to be designed to achieve the following objectives.

- Generate jobs for local residents
- Generate business participation for local residents
- Bring new investment opportunities into area
- Coordinate Shipyard development with Third Street revitalization efforts

The process of formulating land use alternatives has been based upon the visions of the community, the realities and opportunities of the site, the challenges of the Bayview Hunters Point setting

and the clear and overriding imperative to create a significant number of high quality, 21st century jobs for Bayview Hunters Point and City residents. This work is documented in detail in the Williams-Kuebelbeck & Associates Report, listed in the bibliography. Consequently, the Preliminary Alternatives and the Preferred Alternative as evaluated and presented in this report all respond to a common challenge:

- to build on the catalyst of community guidance and practical site information;
- to develop a series of exciting, creative, achievable and community-responsive options for reuse of the Shipyard;
- to involve a broad range of disciplines, city and community representatives in an intensive alternatives work effort - aimed at selection and decision making;
- to maintain the momentum of planning progress after so many years of delay; and
- to bring preliminary alternatives of interest and substance to the CAC for public review and direction.

### *Economic Base*

Attitudes toward reuse of the Shipyard are heavily influenced by both perceptions and the reality of conditions in the surrounding Bayview Hunters Point community. The economic status of Bayview Hunters Point residents has historically followed the cycle of economic activity in the Shipyard. When the Shipyard was in full active use by the Navy as a ship repair facility, the community had greater economic vitality. The community responded to the business and employment needs of the Shipyard. Based on the requirements of the Navy an industrial and manufacturing base was created, along with a skilled work force. While still maintaining its economic basis, with the loss of the Navy, businesses and workers have had to direct their economic activities to the larger San Francisco Bay Area region for survival.

### *Framework*

Land that comprise the Hunters Point Shipyard provide the framework for economic development from which business ownership and job creation can arise. Preparing this once vibrant area for the 21st century is the challenge the CAC has assumed. By structuring the economic development process in a timely manner these programs can ensure appropriate preparation for the participation of local entrepreneurs and residents as opportunities unfold. In turn a well trained, skilled and available work force and business support becomes an important marketing tool to attract targeted businesses and industries to the Shipyard; thus, adding value to the project, the immediate Bayview Hunters Point community and the surrounding areas of the City.

## **Existing Conditions**

- *Socioeconomic Character of the Area*

There were 27,770 residents in the South Bayshore census tract (roughly corresponding to the area identified in this report as "Bayview Hunters Point" in 1990, an increase of 39% from a decade before.<sup>1</sup> African Americans comprised 62.5% of area residents and all minorities together comprised 89.1%.

- *Employment/Unemployment*

An established, diverse work force of over 10,000 people live in the South Bayshore census tract. In 1990: 38.1% of employed residents worked in technical, sales, and administrative support occupations; 25.2% worked in industrial occupations, one-third of those in skilled production jobs; 20.4% worked in service occupations, and 16% worked in managerial and professional occupations.

Bayview Hunters Point residents have felt the recession even more than most other San Franciscans. In 1990, 13.3% of South Bayshore census tract residents were unemployed, twice the city-wide rate. However, unemployment is high among all minority groups residing in Bayview Hunters Point especially young males. Unemployment was highest among African Americans, at 17.8%, just over twice the rate for other resident minority groups of the area. Half of the unemployed residents and two-thirds of the unemployed African Americans were under 30 years old. One out of every ten workers between 30 and 54 years of age was unemployed, and three-quarters of them were African Americans. Males accounted for 55.9% of the unemployed.

- *Educational Levels*

In 1990, 27.6% of South Bayshore census tract residents 25 years and older had completed only a high school education. Another 20.5% had completed some college short of obtaining a degree, and 6.3% had obtained associate degrees, 6.3% bachelor degree, and 2.9% graduate degrees. More than one-third of area adults had not graduated from high school, and 15.4% had less than a ninth grade education. Except for the bachelor degree level, African American residents achieved somewhat higher percentages than for the area population as a whole. The rate of attainment of four-year college degrees in the South Bayshore census tracts is not on par in a city where, in 1990, 35% of all residents city-wide and 21.6% of all African American residents held bachelor degrees.<sup>2</sup>

## **Economic Development: A framework for participation**

### *Economic Development Project Phases*

Each phase in the Shipyard reuse will generate employment and business opportunities. The project targets industries which offer potential to create the maximum number of jobs with

<sup>1</sup> South Bayshore socioeconomic statistics are 1990 U. S. Census data unless otherwise stated.

<sup>2</sup> San Francisco Department of City Planning, Statistical Profile 1990: African American Population, Bay Area and San Francisco, 1990.

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emphasis on participation by local residents in the employment opportunities that are created. Equally important are business participation opportunities, both for employment and ownership potential. Therefore, integral to every step in the transformation of the Shipyard must be a parallel initiative toward economic development - jobs, training, business and ownership opportunities for residents of the Bayview Hunters Point community. The timing and phasing of implementation is a critical consideration in designing the economic development participation programs. Each phase of the project will require a thorough elaboration of job and business participation strategies and programs. Broadly the list of project phases are:

- Phase I: Planning, Design and Environmental Remediation
- Phase II: Demolition, Renovation, Construction and Construction Management
- Phase III: Use and Occupancy (Business and Residential Tenants)
- Phase IV: Operations and Maintenance

#### *Overall Approach*

Along with targeting land uses and industries that foster employment, business, and entrepreneurial opportunities it is also essential to identify and build upon the strengths and resources within the Bayview Hunters Point business and resident community. A concerted strategy to match, fit and link individuals and enterprises with participation opportunities is an integral part of an economic development program. This overall approach includes three major activities: employment development, business/equity participation, and reporting and monitoring.

The participation strategy for involving local residents in employment and business opportunities requires a recognized source of information on the opportunities; a clear description of each proposed position and contract; the manner in which to apply, and sufficient lead time to respond. In order to succeed, a procedure which encompasses the above-mentioned elements must be established.

#### **Employment Development**

Each phase of the reuse project offers a wide spectrum of employment opportunities. Some occupations are specialized, appropriate for one project phase; others related to administration and support services are required throughout the entire process as permanent positions. The program presented is intended to accomplish two objectives: (1) identify positions and related skills that match the administrative and support services required in the reuse of the Shipyard; and, (2) build a technical skill base of workers that can adapt to potential industrial and manufacturing uses at the Shipyard and/or the larger Bay Area economy. Within each occupational and skill category are career advancement and training components and counseling services to increase successful participation.

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<sup>3</sup> Source: U. S. Department of Commerce, "U. S. Industrial Outlook 1994"; Williams-Kuebelbeck & Associates, Inc.

### ***Opportunities***

- Areas of Employment Potential by Project Phase
  - Pre-Construction: Appropriate interim uses; environmental assessment and remediation; ship breaking; planning and design; marketing, economic development employment and transportation studies, moving and storage.
  - Construction: Demolition, construction, utility installations, construction suppliers, landscaping, art and architecture, street amenities.
  - Occupancy & Use: Marketing and sales, tenant leasing (potential manufacturing and service industry-focus: biotech, bio-medical, high tech, electronics, multimedia, information services, surgical appliances and supplies, medicinals and botanicals, trucking and courier services, wholesale sales.)<sup>3</sup>
  - Operations: Administration, leasing, maintenance, security, building management, transportation, advertising.
- Occupation Categories and Levels
  - Level of education achieved and work experience dedicated to a particular industry and/or administrative category are the primary indicators of employment potential.<sup>4</sup> The South Bayshore census tract occupational profile indicates that close to 40% of the employed resident population is working in technical, sales, administrative support positions, 20% in service occupations, and another 17% as operators, fabricators and laborers. All of these occupations are important to the reuse and functioning of the Shipyard.
- During each phase of the project, entry level positions will be created to enable local residents to participate in the job opportunities in the Shipyard reuse. Examples include: entry level technician positions related to specific industries; aide and assistant positions for contracts involving design, construction management, and engineering services; trainee, helper, pre-apprentice and apprentice levels in the construction, operations and maintenance work.
- Support Services Required Throughout the Reuse Project Phases:
  - Administrative support, security, grounds maintenance, courier and transportation, data processing, equipment leasing, data processing and other products and services will be essential for the day-to-day operation of the Shipyard.
- Services which Enhance the Marketability of the Site
  - Employment and contract opportunities in areas such as landscaping, art, and publication design will be created to market the arts and education environment.

<sup>4</sup> Source: Williams-Kuebelbeck & Associates; Theresa Hughes & Associates

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### *Programs Which Enhance Employment Opportunities*

Education and career advancement training programs, job referral and placements and other mechanisms have been reviewed to identify the strategies and programs that can best prepare and assist local residents to participate in the employment opportunities at the Shipyard.

- **Industry-Focused Academic and Technical Training**

A survey of local academic and technical training institutions found a plethora of programs, both degree and certificate programs, which match the majority of occupational titles identified for targeted land uses at the Shipyard. Specifically, City College of San Francisco offers many technician and two year technical associate degree programs (Associate of Science and Associate of Arts) which, if not currently being given, can be scheduled for their Southeast Campus in the Bayview Hunters Point community. Specially tailored training and academic programs can be offered given sufficient lead time and enrollment.

San Francisco State University, an undergraduate and graduate institution, prepares students for careers requiring more advanced degrees. The undergraduate program provides a broad based educational experience, and the two year graduate programs offer entry to professional careers. Field work in local communities is another aspect of some of their programs; exemplified by their Career Pro program in the Bayview Hunters Point community.

The University of California Extension Program schedules credit and non-credit courses at its downtown campus, providing in-depth information on specific subjects generally taught by practitioners.

In addition to the above, a variety other private institutions offer career advancement and training programs in specific fields.

Community-based organizations also administer programs developing vocational skills, as well as providing job placement services.

- **Union Apprenticeships**

The building and construction trades unions in San Francisco offer close to 30 apprenticeship training programs registered with the Joint Apprenticeship Training Council. The programs encompass both classroom hours and on-the-job training sessions. Depending upon the specific craft, the total required time to achieve journeyperson status is between three and five years with four being the norm. Each step/year completed increases the apprentice's skill competency and salary level. Once becoming a journeyperson, the worker is afforded full union membership benefits.

As part of the Shipyard reuse project assistance from the San Francisco Building and Construction Trades Council could be sought to establish a Construction Coordinating Program and a Pre-apprentice Orientation Program. The orientation will familiarize prospective candidates

with the various trades, enabling them to gain knowledge about the work prior to selecting the one which best fits their capabilities and interests.

- **21st Century Competency Consortium**

Employment requirements and attendant skills for 21st century industries and their application to the reuse of the Shipyard can be addressed by a consortium of representatives from community-based organizations, institutions of learning (all levels), government agencies, labor, industry, and youth. This consortium, established for the project, would convene for the purpose of determining future competency requirements, course and training elements and outreach strategies.

- **Local Community Models/Resources**

Programs which currently provide successful training models and offer prepared candidate for employment will be recognized and supported, with the intention of utilizing graduates of those programs at the Shipyard.

- **Employment Brokerage Services**

To ensure a focused effort to recruit and place local residents in positions commensurate with their skills and in accordance with the needs of the Shipyard contractors and tenants, a Bayview Hunters Point nonprofit organization could be designated to proactively coordinate the employment brokerage/linkage program. Program elements and responsibilities would include:

- Working with potential contractors/tenants to determine their staffing requirements (numbers & skill levels) and time table;
- Developing employment application forms;
- Pre-screening applicants;
- Maintaining a databank of job candidates, listed by last name, skill, zip code;
- Maintaining a databank of job training and support resources;
- Publicizing openings;
- Providing necessary documentation for employers to receive tax credits;
- Assisting applicants with job preparation and/or referring them to appropriate community-based resource for further assistance;
- Arranging interviews;
- Following-up to ensure successful entry into position.

- **Tax Incentive Programs**

A myriad of tax incentive programs are available to employers who specifically support the employment and training objectives of this economic participation strategy; examples include:

- Firms are eligible for tax credits who hire residents of the Bayview Hunters Point community, as part of the Enterprise Zone program.

- The Federal Targeted Jobs Tax Credit Program offers thousands of dollars in tax credits to firms participating in the Bay Area Engineering Societies' Committee for Manpower Training, Inc. program. The program, which also assists firms in meeting Contract Compliance Trainee goals, provides entry level job opportunities in the Architectural and Engineering Professions (drafters, engineering technicians and CADD operators).
- If the Shipyard is designated a "LAMBRA site" under the state Local Agency Military Base Recovery Act (LAMBRA) employers at the Shipyard would be eligible for hiring credits for wages paid to qualifying employees during the first five years of employment (The eligibility of the Shipyard for designation as a LAMBRA site is discussed in more detail in the section on Business/Equity Participation, below, under Programs that Enhance Business/Equity Opportunities).
- Contract Requirements  
Each contract, including leases, should contain a provision regarding maximizing where practicable employment opportunities for local residents with preference given to Bayview Hunters Point residents. A compendium of resources and strategies to assist firms in achieving these target goals would be incorporated, along with the monitoring procedure to ensure compliance.

#### ***Target Populations For Jobs and Training***

- **Economically Disadvantaged**

Jobs targeting, through the coordination of public policies and local programs, will be used to hasten benefits from reuse of the Shipyard to the economically disadvantaged residents of Bayview Hunters Point. The jobs targeting strategy includes:

- Enhance local government policies and procedures to support job targeting;
- Direct negotiations between on-site employers and the City and County of San Francisco at an early stage in the development process;
- Executing agreements to target jobs set aside for the economically disadvantaged;
- Outreach to the economically disadvantaged in filling job training, apprenticeship and employment opportunities;
- Employee screening and timely referrals by job brokers;
- Incorporating enforcement mechanisms to carry out the terms of the hiring agreements; and,
- Monitoring hiring agreements.

By adopting job targeting policies the reuse project will make a concerted and concrete effort to improve the situation of that portion of the population (and secondarily the business enterprises hiring such individuals), who for a variety of historical reasons find themselves at the bottom, or often not even part of the economy. Job targeting involves the use of preferences for job bidding, contract awards, and job hiring aimed at increasing participation of local residents.

- **Youth**

The reuse project covers a period of potentially 20 years with many of the permanent positions not becoming available in the immediate future. The greatest opportunities, therefore, lie with the younger generations. The employment participation strategy places major emphasis on the preparation of Bayview Hunters Point youth for 21st century jobs. Working with the San Francisco School District as well as the universities in the area, community-based organizations, and employers on site, courses will be identified, and where needed, crafted to meet the skill and competency requirements of the cutting edge industries and businesses targeted in the reuse project. Linkages by agreement will be formulated in which students will gain direct experience through mentorships, internships, work-study, and other mechanisms to enable transference of information regarding these employment and entrepreneurial endeavors.<sup>5</sup>

### **Business/Equity Participation**

#### *Emphasis on Small Business Development*

The profile of our City's economic base has dramatically changed in the past ten years. Whereas large corporations provided most of the jobs in the early 80's, now 60% of local firms employ less than five people.<sup>6</sup> Corporations throughout the Bay Area are downsizing, which makes it unlikely that these jobs will be replaced. Small businesses are now generally recognized as the engine of economic recovery for our City. Therefore, our economic development strategy for the Shipyard will focus on stimulating self employment as the way to generate jobs and revenues in the future.

#### *Self Sufficiency*

Self employment and micro businesses have traditionally been the route that low income people have used to achieve self sufficiency and build assets for their families. However, these efforts require an infrastructure — of family support, access to capital, neighborhood networks and role models. The ripple effect from the creation of this infrastructure is jobs, tax revenues, and the multiplier effect from increased income.

#### *Local Entrepreneurs*

The set of goals established by the Citizens Advisory Committee is to empower and increase the entrepreneurial capabilities of area residents, including low and moderate income people. The Shipyard reuse project will help build an infrastructure which will support the development of micro businesses, beginning with the talented and motivated entrepreneurs who live in and around the project area.

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<sup>5</sup> A project Development Implementation Plan Proposal for an Education and Entrepreneurial Development Center for the Bayview-Hunters Point South Bayshore Community; Bailey Enterprises; October, 1994.

<sup>6</sup> San Francisco Renaissance Entrepreneurship Center

## ***Opportunities***

Local small businesses can participate throughout the multiple phases of the project. Technical and financial assistance, with preferential consideration for local entrepreneurs as appropriate, and early notification support the economic participation strategy. Broad areas of opportunity are:

- Ownership of Support Industries
- Contractor/Subcontractor Participation
- Expansion of Existing Businesses Consistent with Land Use Plan

## ***Programs that Enhance Business/Equity Opportunities***

- Micro Business Incubators

Micro Business Incubators will be part of the strategy to assist fragile new businesses to be better prepared to access mainstream opportunities. Through a combination of low overhead, intensive one-on-one mentorships, and shared technical/business management support, these small businesses can grow in a stable planned way; eventually “hatching” out of the incubator and expanding their businesses; thus, creating jobs and revenues for the local economy.

- Existing Businesses and New Investments

To attract and retain businesses on the Shipyard who meet the reuse project criteria, a package of incentives is proposed to accommodate the site and service requirements of these firms. Program elements include: build/remodel to suit, personnel selected and trained per stated requisites, security and maintenance services, marketing and promotional support and various financial instruments.

- Enterprise Zone Incentives

Tax credits are available to companies interested in locating and expanding in the Bayview Hunters Point area.

- Financial Institutions

Virtually all start-up businesses face difficulties in raising capital. Access to capital, business loans, working capital, real estate loans, credit line, and equipment loans are the financial instruments required for entrepreneurs to succeed. The absence of a financial institution in the Bayview Hunters Point community impedes the ability of entrepreneurs to grow and expand. The presence of a community bank, intermediary and/or consortium of financial institutions to support the start-up efforts of these local businesses is essential and one of the cornerstones of this economic development program.

- Local Agency Military Base Recovery Act (LAMBRA)

This State of California legislation is designed to stimulate job creation in some of the areas affected by military base closures by providing business incentives. If the Shipyard is selected as a LAMBRA site, the following state and local incentives will be provided over an eight year period, starting in November, 1995, to businesses that locate at the Shipyard:

- 
- Tax credits for sales and use taxes paid on (up to) the first \$20 million of qualified equipment and machinery purchases.
  - 15-year net operating loss carryover.
  - Election to treat a portion of certain property as an expense chargeable to the capital account and eligible for treatment as a deduction against income.

In support of the LAMBRA designation, the California Trade and Commerce Agency will provide priority technical assistance on applications for state and federal grants and loans, and Cal EPA and the Office of Permit Assistance will provide priority assistance on permitting for the LAMBRA property.

- **Loan Programs**

The Mayor's Office of Community Development administers three loan programs which can serve the Bayview Hunters Point community. They are:

- Bayview Hunters Point Economic Development Loan Program for neighborhood entrepreneurship;
- Enterprise Zone Facade Improvement Loan Program to subsidize and enhance business activity; and,
- Community Development Block Grant Small Business Revolving Loan Fund to promote commercial expansion and create job opportunities for low income individuals through the financing of fixed assets.

The San Francisco Redevelopment Agency administers:

- Enterprise Zone Working Capital Loan Guarantee Fund to encourage expansion and creation of Enterprise Zone businesses;
- Industrial Development Bond Program to encourage growth and development of manufacturing industries; and
- Hunters Point Shipyard Loan Program (under consideration for development).

- **Business Management Services Center**

The importance of providing management and technical assistance to small companies can not be over-emphasized. A Comprehensive One-Stop Business Development and Technical Assistance Center can be the vehicle. The Center provides preliminary orientation and primary program support; it offers an expert network in which to place client companies for more specialized services; and, a referral system to address other associated business requirements. In addition a database of local companies will be maintained to enable immediate identification of companies with specific capabilities to be matched with like contract opportunities.

- **Set-Asides**

Based on the availability of qualified companies, specific contracts will be designated for Bayview Hunters Point and/or South Bayshore entrepreneurs.

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- **Bid and Leasing Documents**

Guidelines will be set forth within each document outlining the participation requirements for local entrepreneurs and the incentives available for maximizing their involvement. A description of the Shipyard's Economic Development & Participation Program will accompany the document including a list of resources, strategies and contacts to assist firms in achieving the project's objectives.

### **Reporting and Monitoring**

Reporting and monitoring procedures will be incorporated into all phases of the project to ensure compliance with the economic development plan and achievement of its aims.

## **VISIONS**

The alternatives process for the Hunters Point Shipyard began within the structure of certain basic guidelines relating to both site realities and the clear and present need for inspiration in development of a 20 year plan. A common understanding of the site and setting was clearly needed. The common acceptance of certain planning parameters based upon site conditions, site availability, scheduling, market demand forecasts, the existing regulatory structure, access challenges and the overall guidance of the City's Master Plan Policies as they apply to the Shipyard were all key elements in this needed common understanding of the site and setting for this planning process.

Second, and integral to all land development projects are the identification of economically viable and sustainable land uses, establishment of new destinations and access routes, and transformation of the site. Throughout the alternatives process it was agreed, above all, that equal weight is given to both physical planning and economic development potential - as part of an integrated reuse program.

### **Site Realities and Plan Parameters**

A first step in the alternatives process established a common set of working assumptions and planning parameters to guide, focus, expand or limit the scope of the plan alternatives. Among many important elements drawn extensively from the *Existing Conditions Report*, some of the key parameters included:

#### *Timing*

- focus on a 20 year plan
- assume the ability to manage interim actions, direct the clean-up to support the plan and
- phasing needs, establish leasing criteria which build toward and facilitate the twenty year plan

#### *Planning Area*

- assume access to the full site, as shown in Figure 6.3 - including Parcel E (resulting in 250-300 acres of usable land, plus additional open space acreage)

### *Local Benefits*

- assure compatibility with entire Bayview Hunters Point area
- assure compatibility with Third Street Revitalization Program

### *Access*

- seek Transit First Options
- secure viable, low impact route for trucks
- work with 8,000 employee maximum for the twenty year period, assuming a reasonable package of off-site access improvements

### *Jobs and Investment*

- put job creation first in selection of uses
- seek a variety of uses at appropriate site locations
- meet the site and service requirements of providers of growth industry jobs
- generate business participation for local residents
- retain existing tenants, to the greatest extent possible
- invite new investment

### *Identity*

- establish a distinctive new identity
- at the same time, seek compatibility with the physical, social, economic fabric of City

### *Site Conditions*

- respect sensitive habitats
- utilize views, waterfront setting and waterfront access
- utilize existing buildings, existing infrastructure and natural deep water to the extent possible

### *Operations*

- seek a balance between improvements and revenues - recognizing the need for early investment to give momentum to site transformation

Visions for the Shipyard arose from many voices and varied settings. The community called for attention to youth and planning for jobs and training that would grow with the region. Residents of the area sought to open the Shipyard's gates and offer access of all types to the community - to work, to live, to learn and to start new businesses. Others would take this idea further, welcoming visitors to the Shipyard and providing a new, exciting destination on the waterfront and a new identity for the Shipyard. These visions for the Shipyard were evaluated for inclusion in the Preliminary Alternatives brought back to the community for review. Among the key ideas or visions were the following:

### *A Unique Real Estate Product - Putting Jobs First*

Employment comes first, and drives the land use program decisions. The key to this vision is recognizing the unique potential of the Shipyard - based on scale, character, configuration and location - to offer a real estate product unlike any other in San Francisco. Sites can be reconfigured, large parcels delivered, start-up incubator space provided if needed, and expansion area made available over time. A Shipyard plan would retain and feature this advantage in marketing to job producing users.

### *Training and Basic Education*

Each concept for the Shipyard must link job creation to a training strategy aimed at securing access to those jobs by local residents. One vision took a broader view of job training - suggesting the location of basic educational facilities on the site. This vision called for reaching out to younger populations, inviting them to the site, linking them to the vital business activities on the site, and preparing them at an early age for 21st century jobs.

### *Entertainment*

A wide range of ideas came under this broad heading, from transformation of the full site into a high tech theme park to the development of an extensive entertainment complex based upon multi-media users and the film industry.

### *Sports, Recreation and Open Space*

Envisioning sports, recreation or open space uses as the central feature of this wide open site, concepts ranged from national sports facilities, to community gardens or the establishment of an extensive shoreline park, with active water uses.

### *Single or Primary User Options*

Among the visions considered were concepts that would devote all or most of the site to a single user - an industrial corporation, an educational institution, a research and development company, or a medical research or teaching facility, among others.

### *A Residential/Industry Mix*

A variety of residential settings were envisioned on the site - from hilltop townhouses and apartments to waterfront towers, and from live/work studios to shoreline homes linked to park land areas.

### *Environmental Innovation*

One suggestion was to organize site uses around the theme of environmental innovation and remediation - setting an example for base closures across the country and training employees to move on to other similar sites.

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#### *Arts and Cultural Marketplace*

Recognizing the outstanding resource of 300 artists and artisans now located at the Shipyard, many participants put forward concepts to retain and improve conditions for existing artists and attract new uses which would expand upon their contribution to the site. Concepts included: encouraging more artists and artisans to locate at the Shipyard, offering both studio and live-work options, developing exhibition areas and galleries for display and sales of the artists' work and arts related products, and encouraging compatible related uses to locate at the Shipyard.

#### *A Celebration of Cultural History*

Seeing the Shipyard as the "African-American Embarcadero" - the central focus of African-American settlement in San Francisco - this fact was proposed for celebration and interpretation at the Shipyard. Combined with a setting in which to tell the story of the Shipyard itself - its physical transformation, its contribution to naval history, its impact on the lives of its workers - the conceptual foundations for a new cultural institution at the Shipyard were laid.

#### *A Destination of Significance and Broad Invitation*

A strong case was made to support the need for a destination use at the Shipyard. The objective would be to dramatically reverse the history of isolation, and bring a variety of local and regional visitors to the site. Such a signature, destination use would also make the area more attractive to owners and employees of new businesses considering location at the Shipyard.

Based upon the planning parameters and CAC Planning Guidelines, the range of early visions could be evaluated. This resulted in the elimination of some concepts and the adjustment and combination of others to form a series of four Preliminary Alternatives.

### **February 1994 Workshop - Six Proposals**

As indicated at the beginning of this chapter, the CAC Planning Guidelines were developed by the CAC from public input. The Guidelines established overall development goals - some social, some economic and some related to the physical plan itself - for the Shipyard. In February, 1994, the CAC sponsored an intensive, all-day conference and public workshop in the Bayview Hunters Point community to debate and evaluate land uses and concepts for the location and quantity of new uses at the Shipyard. These ideas were compiled, and in conjunction with site conditions and planning parameters, were used to form the basis for the development by the Reuse Planning Team of four Preliminary Alternatives which are discussed in Chapter 3.

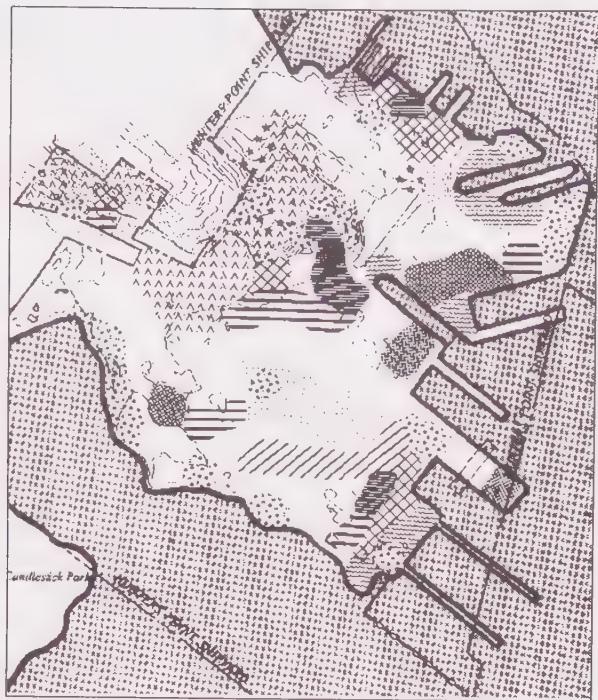
Shipyard Futures, a newsletter prepared by the Reuse Planning Team and published by San Francisco's Office of Military Base Conversion, provides ongoing public information about Hunters Point Shipyard reuse plans and CAC community meetings. The Reuse Planning Team has given informational presentations on Shipyard planning efforts to organizations such as the American Institute of Architects and to various State agencies.

### *Community Land Use Concepts*

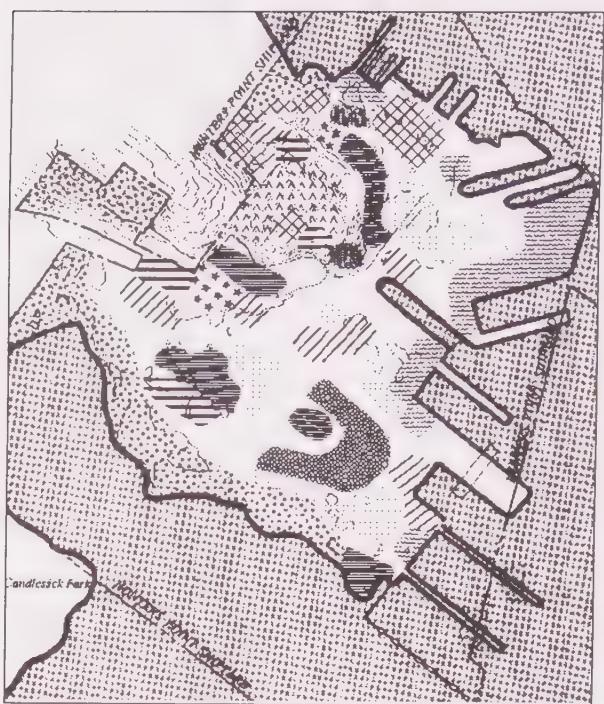
At the February 19, 1994 CAC-sponsored community workshop, participants, working within some basic site and program parameters, developed six Community Land Use Concepts. As community-developed plans, they represent the earliest stage in the development of Shipyard land use alternatives. They address the basic capacities of the site to accept an array of different uses and begin to address compatibility among uses and the definition of the extent of employment potential on the site.

Figure 2.8 shows the detailed site maps created by each of the six workshop groups. These synthesis maps were modified to better highlight the details of their land uses, their relative locations on the Shipyard, and the acres used. Several common themes, along with some major differences - summarized below - emerged from the workshop and are apparent in the selection of land uses by the six groups.

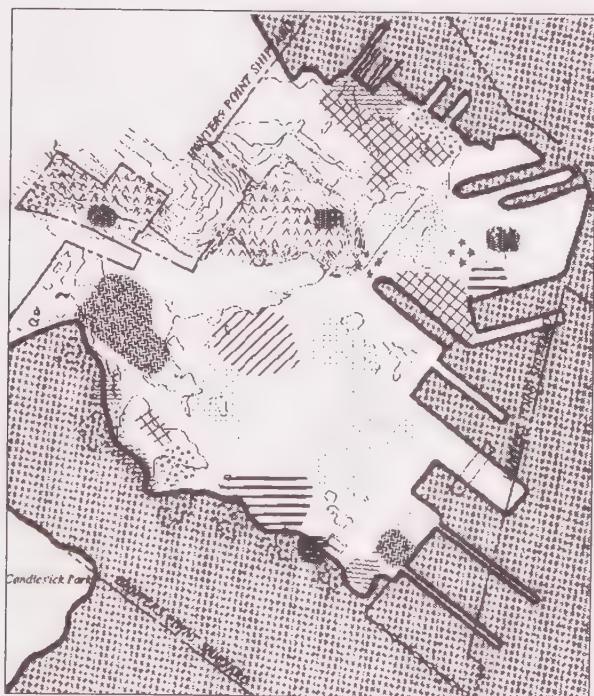
- general lack of interest in maritime uses, although ferry service facilities were deemed important
- light industrial uses were a major component (one eighth to one quarter of the site) in all but one scheme; several groups envisioned a mix of light industry and cultural uses, often emphasizing film and media
- only moderate interest was demonstrated in heavy industrial uses; most groups envisioned this use as mixed with light industry or office research, and developed many years into the future
- commercial-office/research uses received only moderate interest, although these uses would provide the highest number of jobs per acre; these uses were shown either as mixed use, with housing and retail, concentrated on a “campus” with open space, or mixed with housing, social services and education uses
- commercial-retail uses were generally seen as support uses to other uses such as housing, offices and cultural uses, and spread in small quantities throughout the site; several teams suggested developing an entertainment/cultural/recreation complex with a commercial-retail component
- all groups showed a concentration of housing on Hunters Point Hill, often mixed with educational facilities; several groups envisioned housing in a commercial mixed use or live/work approach
- cultural uses were important to all groups, often envisioned in a mixed use setting with light industry, housing, open space or social services; one group proposed a major cultural use for the hilltop, to give the Shipyard a “civic presence”



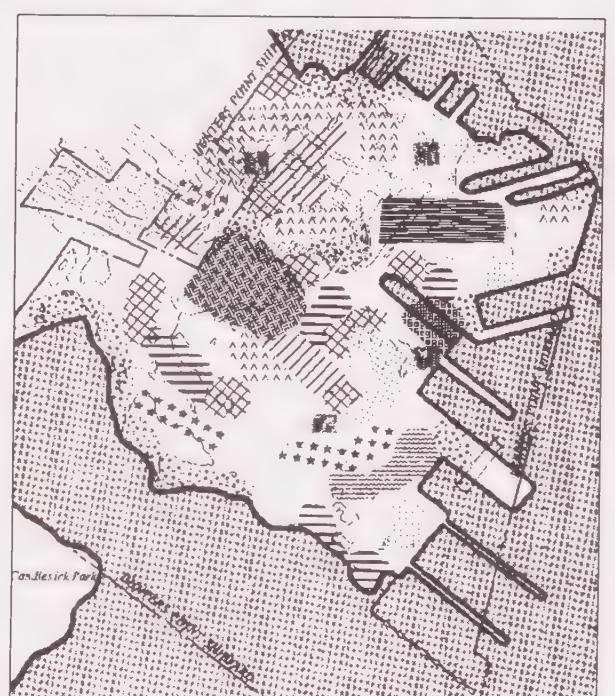
COMMUNITY WORKSHOP SYNTHESIS MAP - Group #1, Red



COMMUNITY WORKSHOP SYNTHESIS MAP - Group #2, Yellow



COMMUNITY WORKSHOP SYNTHESIS MAP - Group #3, Green



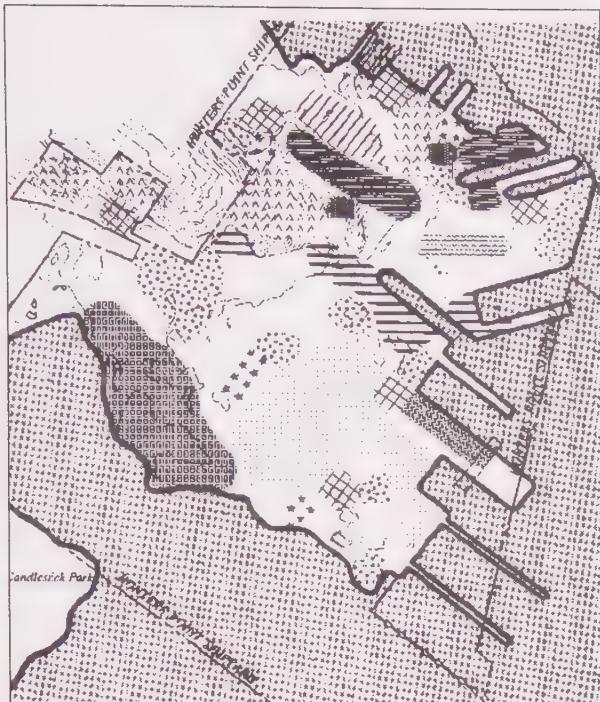
COMMUNITY WORKSHOP SYNTHESIS MAP - Group #4, Orange

Figure 2.8  
Hunters Point Shipyard

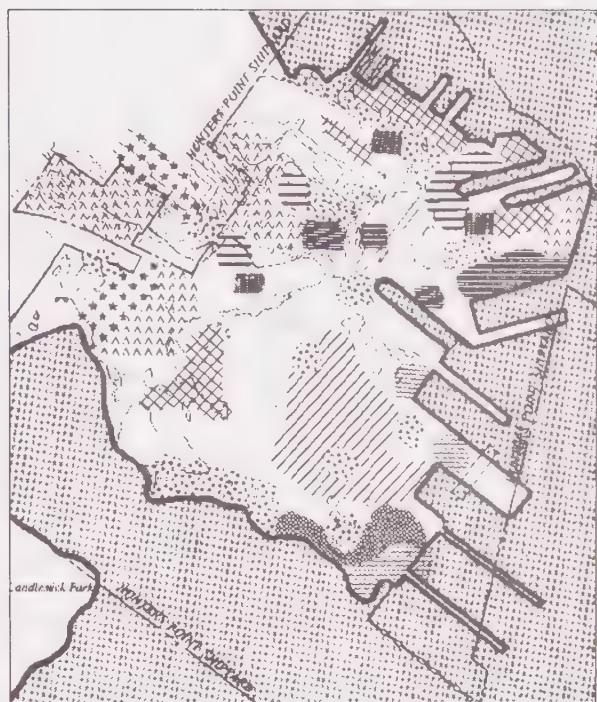
## COMMUNITY LAND USE CONCEPTS

no scale NORTH





COMMUNITY WORKSHOP SYNTHESIS MAP - Group #5, Pink



COMMUNITY WORKSHOP SYNTHESIS MAP - Group #6, Blue

## Legend

ACRES BY LAND USE	Group Numbers					
	#1 Red	#2 Yellow	#3 Green	#4 Orange	#5 Pink	#6 Blue
Maritime	18	28	14	6	6	8
Light Industrial	20	44	32	12	46	28
Heavy Industrial	12	18	12	24	22	10
Office/Research	10	22	8	14	8	28
Comm./Retail	20	20	18	20	12	30
Residential	42	18	24	28	26	50
Cultural	16	30	6	16	18	20
Education: Schools and Training	18	14	12	20	18	10
Social Services: Health, Library	8	6	4	14	10	6
Social Services	0	4	6	10	4	12
Recreation and Open Space	32	48	30	40	28	44

- educational facilities were proposed by every group, either associated with housing or mixed with office/research or light industry; vocational and technical training were deemed important by most groups
- social services (job-producing hospital/health care/library) were envisioned largely as support uses, in limited numbers with other uses nearby, and at a variety of locations
- smaller, community- or site-based social services were most frequently shown in limited numbers and related to housing
- open space was consistently shown along the undeveloped southwest shoreline of the site, and was frequently shown along the northern edge of the Shipyard; some groups spread open space throughout the site, creating boulevards and buffers, providing access to the waterfront edge, or concentrating it for recreational use

A number of clear concepts were demonstrated and negotiated among workshop participants. These concepts gained strength over the subsequent months and are clearly reflected in the Proposed Draft Plan, ten months later. The concepts include:

- an emphasis on jobs - focusing on industrial, research and development and local business opportunities
- a mixed use entertainment and arts district along the northern waterfront
- education and training on the Shipyard
- housing on the top of the hill
- a clear and consistent link between arts and industry

Clear linkages to many of the ideas outlined above are apparent in each of the four Preliminary Alternatives and the Preferred Alternative described in Chapter 3 of this report. At the same time, a number of these concepts were eliminated from consideration. Visions eliminated by the planning team were rejected primarily for one of the following reasons:

- The concept did not offer the type or the extent of job creation and economic development opportunities appropriate to the needs and long term goals for Bayview Hunters Point;
- The vision was dependent upon one primary use or user, putting the community at risk of catastrophic change similar to the effects of the base closure itself; or

- 
- The limitations of access for commuters, residents, trucks and service vehicles - even with an assumption of dramatically improved transit services, and off-site improvements - began to establish a threshold beyond which new development could not be reasonably served.

All remaining ideas of merit were considered for inclusion in one or more of the site use alternatives prepared for presentation and community review. A variety of use scenarios were developed for team and CAC review based upon common planning parameters and CAC Planning Guidelines. Based on that analysis, four Preliminary Alternatives were created.

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**COMMON STRATEGIES AND ACTIONS** The four Preliminary Alternatives all include a similar list of potential land uses. In each case, it is a list aimed at extensive job creation and business opportunity. The differences among alternatives come in the emphasis on one use over another. This is reflected in the extent of land allocated to that use and the location of that use on the site.

Named for the special emphasis of each plan, the four Preliminary Alternatives described here include: Education and Arts, Industrial, Maritime, and Residential.

The Preliminary Alternatives illustrated in Figure 3.1 were presented to the CAC for public review, comment and direction at a public workshop on June 2, 1994. Based upon the direction of the CAC, the Education and Arts alternative was selected as being most consistent with CAC guidelines for the Shipyard. In addition, a number of questions were posed, and adjustments to the plan suggested for further consideration. This more detailed alternatives analysis which followed sought to respond to these questions, and to apply a series of site development criteria in the interest of responsible planning for the Preferred Alternative.

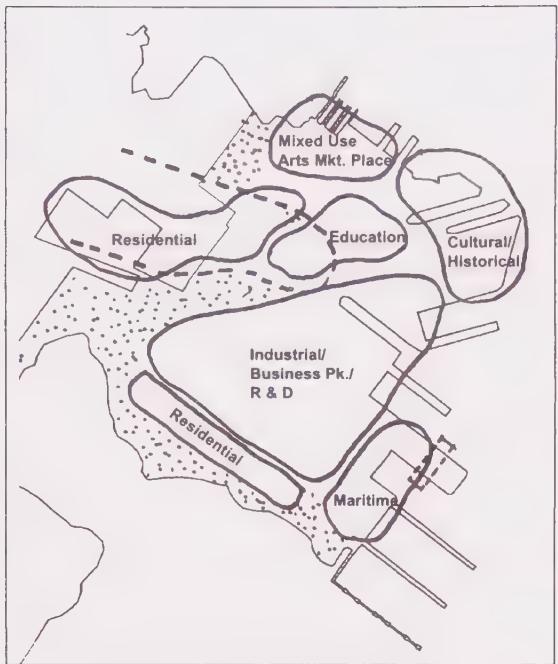
The four Preliminary Alternatives respond to issues raised and information gathered and analyzed during a three year planning process that has involved the Bayview Hunters Point community, various City agencies, and technical consultants.

The Bayview Hunters Point community participated in an extensive public planning process that identified both overall development goals and site specific objectives for the Shipyard. The CAC identified economic and social plan objectives.

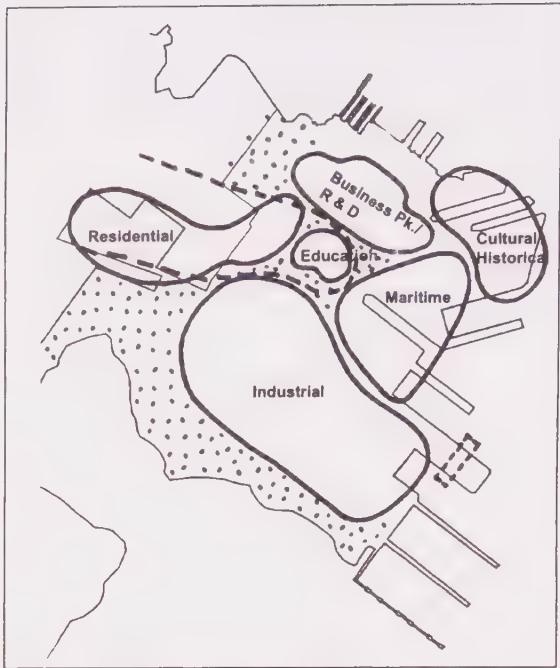
Consultants described marketing and economic development opportunities, existing conditions, and possibilities for the future. Transportation planners looked at present constraints and identified opportunities for successful site access and circulation in the future. The consultants established physical plan objectives, identified markets, and assessed economic development potential.

Public outreach on Shipyard planning has been extensive. Following the development of the four Preliminary Alternatives by the reuse planning team, the team brought the alternatives to the CAC Land Use and Economic Development subcommittees and the full CAC for preliminary comment and evaluation. The community had the opportunity at these meetings to discuss specific land use issues reflected in the alternatives and request specific information. In June, 1994, the CAC sponsored a public workshop to again review the Preliminary Alternatives and select a Preferred Alternative that would best meet the community's needs and the planning goals for the Shipyard.

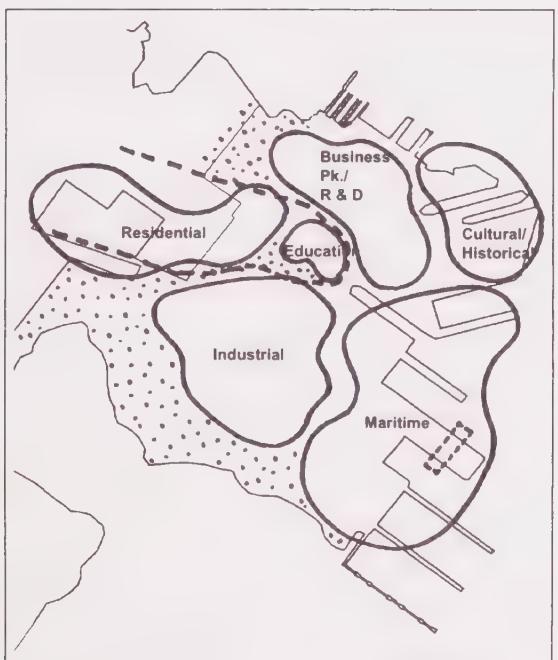
Using feedback from the public meeting, as well as information from the ongoing work of the technical consultants, the Preferred Alternative was refined, and patterns and structures that established a framework for development were tested by the planning team. These frameworks



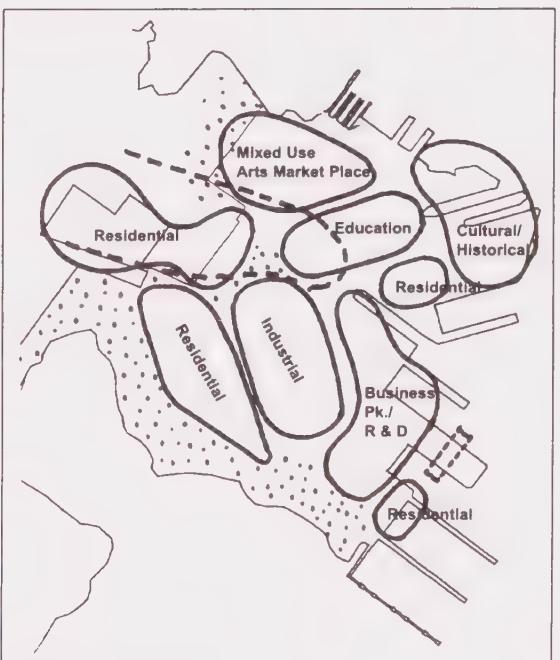
**Education and Arts**



**Industrial**



**Maritime**



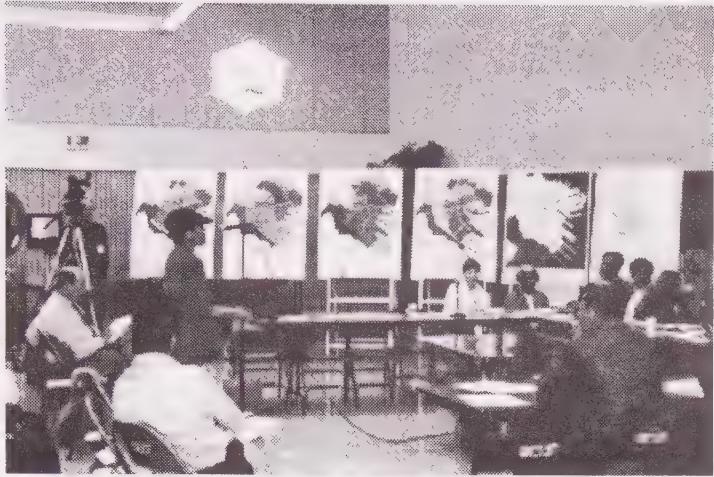
**Residential**

**Figure 3.1**  
Hunters Point Shipyard

## PRELIMINARY ALTERNATIVES DIAGRAMS (May 1994)



Open Space



Hunters Point Shipyard  
**Public meeting**

included looking at various building densities, circulation patterns and changes in land use relationships within the site.

At a follow-up workshop on August 25, 1994, the reuse planning team presented to the CAC and the community, the results of their analysis of potential patterns of land, roadway and public space development best suited to the Preferred Alternative. Three variations of the Preferred Alternative were presented to demonstrate the ability of that alternative to accommodate a variety of land use patterns. Both the June and August meetings were videotaped for broadcast by San Francisco's public access television station.

Over a period of six months, the consultant team met to coordinate their work. Through discussions and presentations, the team articulated planning parameters - a variety of goals, objectives, and guidelines - about the site, access to the site, market opportunities, regulatory roles, phasing, operational revenues and economic development. These working assumptions about site development involved physical planning for the site itself, transportation planning needs, and various requirements for the long term financial success of the project. The physical plan objectives, described in the following subsections, framed the development of the four alternatives.

### **Physical Plan Objectives**

The following objectives were derived strictly from an analysis of existing physical site conditions which were judged to be important in planning and site design:

- take advantage of and protect good views;
- relate to adjacent land uses;
- respect sensitive habitats;
- respect and use historic structures;



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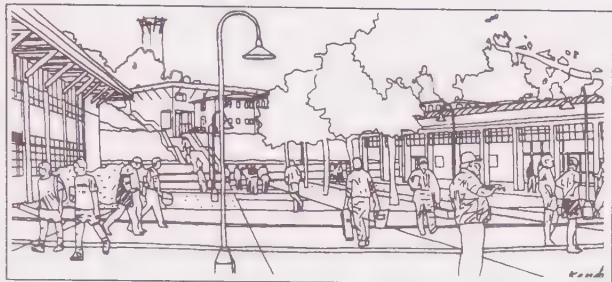
Hunters Point Shipyard  
**Existing character of Hunters Point Hill.**

- consider use of other existing buildings;
- recognize toxic remediation constraints;
- utilize natural deep water access to piers and dry docks;
- retain existing Shipyard tenants to greatest extent possible;
- consider utilization of existing infrastructure;
- respect soil stability issues in filled or slide areas; and
- respect natural sun and wind conditions.

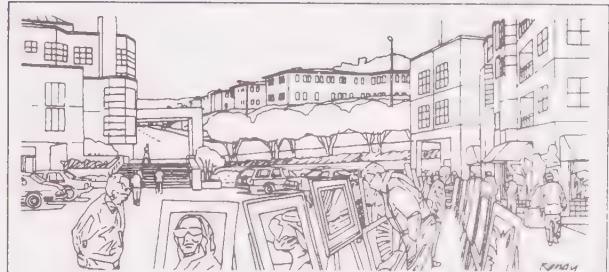
### **Common Land Use Strategies**

Common land use strategies were developed to encourage a mix of uses. These six major use categories are characterized by the drawings in Figure 3.2 and common strategies for these uses are detailed below.

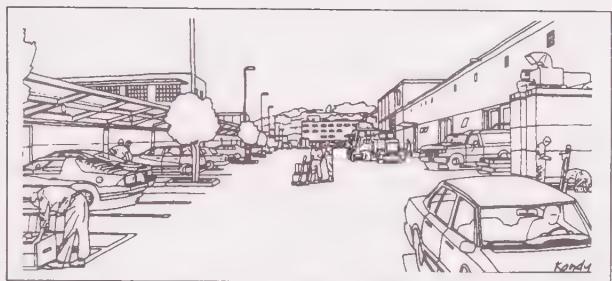
Although the character of use of each alternative would affect to some extent the nature of recreation and open space, the alternatives have much in common in their approach to open space planning at the Shipyard. The restoration of natural wetland environments is part of the open space plan for each alternative. All four alternatives identify the southwest shore of the site as part of the regional shoreline corridor. Part of this area is identified as appropriate for wetlands restoration. In all the plans, this area of the Shipyard is designated for public recreation. Similarly, all four alternatives show open space north of Innes Avenue. This would be part of the regional shoreline corridor and the natural wetland environment may be appropriate for restoration. A variety of urban open spaces provide access to waterfront in all four alternatives.



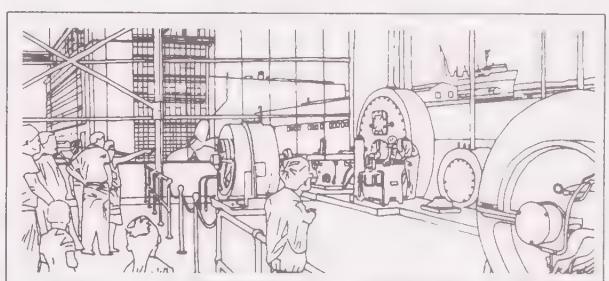
**Education and Training**



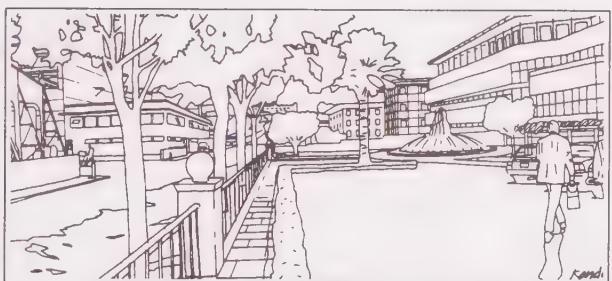
**Mixed Use**



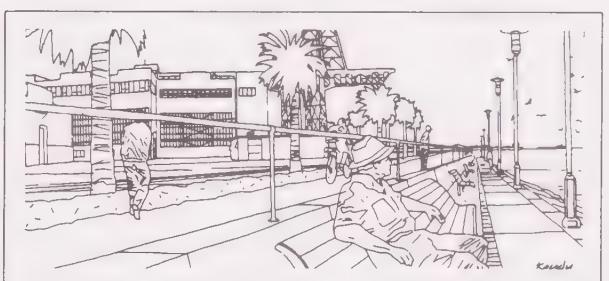
**Industrial**



**Cultural/Historical**



**Research and Development**



**Open Space**

**Figure 3.2**  
**Hunters Point Shipyard**

## LAND USE CHARACTER

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Each alternative provides opportunity for public waterfront access in the form of open space/recreational use along portions of the shoreline, with only the location differing among alternatives. All the alternatives identify a small boat harbor and ferry terminal at the same location.

The State Historic Preservation Office has concluded that several structures on the site are eligible for the National Register of Historic Places and that they form a potential historic district focused on Drydocks 2, 3, and 4. In all the alternatives, the rehabilitated brick pumphouse and other nearby historic buildings form the center of a Historic/Cultural land use designation.

All four alternatives recognize the unique geography of Hunters Point Shipyard by locating housing and community facilities on the hill to take advantage of dramatic views north to downtown San Francisco and south across the Bay.

Sensitive public facilities, such as educational facilities, are sited on the most seismically stable parts of the Shipyard in each of the Preliminary Alternatives.

Although land use mixes for each of the four Preliminary Alternatives generate different volumes of transit and automobile use, truck trip projections are not significantly different from one alternative to another. All four alternatives assume that public transit enhancements, road improvements, water transportation development (including passenger ferry and recreational boating), and the opening up of access at the South Gate will occur.

The alternatives all link Hunters Point Shipyard to the physical, social and economic fabric of the surrounding Bayview Hunters Point neighborhood and San Francisco. For example, in each alternative, housing is shown in locations adjacent to existing residential neighborhoods located just outside the Shipyard.

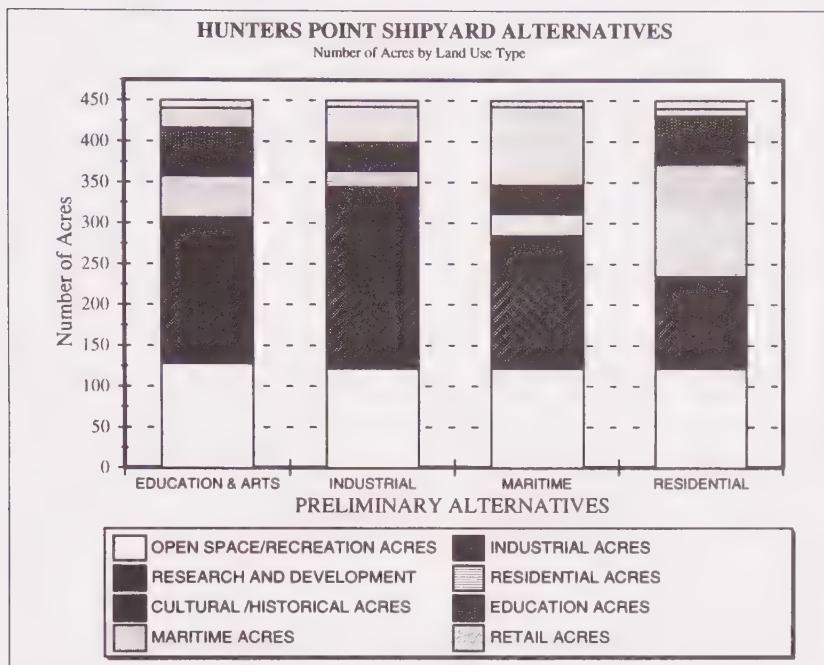
### **Common Actions - Planning Implementation**

All four Preliminary Alternatives require substantial investment in infrastructure replacement: roads, utilities, and other services would have to be upgraded or replaced as necessary to conform to current building and engineering codes.

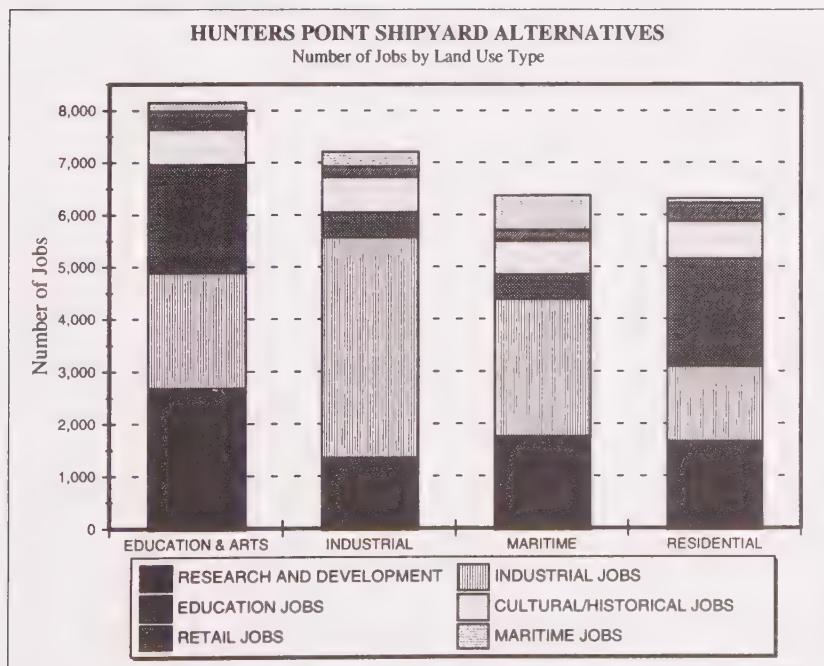
All the alternatives show the site as it would be twenty years after development begins. All assume that site development would be phased in concert with economic development plans and plans for site clean-up.

The alternatives assume that the site will eventually be clean enough for all the uses identified. Current knowledge of environmental hazards on the site does, however, affect the location of land uses. In all the alternatives the sites requiring the least clean-up are proposed for housing. The most environmentally compromised areas on the southwest shore of the site are those identified for natural habitat restoration and will probably require the longest and most complex clean-up effort. These areas are not proposed for high intensity or sensitive uses such as housing or schools in any of the alternatives.

**Figure 3.3**  
**Land Use Area**



**Figure 3.4**  
**Employment by Land Use Type**



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Each alternative emphasizes job creation. All the alternatives assume some interim job creation in clean-up, site preparation and construction.

### **Differences Among the Alternatives**

The alternatives emphasize different proportions of land area dedicated to the nine general land uses, as indicated in Figure 3.3. Although each alternative includes the same uses, they present very different mixes of those uses. Each alternative also varies in the compatibility of the uses on the site and in the amount of physical design controls required when unlike uses share a common development area. The different mix of uses in each of the alternatives affects the number and types of jobs generated by each alternative. The number of jobs by land use type that would be generated by each of the Preliminary Alternatives is shown in Figure 3.4.

Linking new development at the Shipyard to the surrounding community is a more significant feature in the Education and Arts and Residential Alternatives than in the Industrial and Maritime Alternatives. The Education and Arts Alternative creates a focus for the surrounding community. The Residential Alternative continues the adjacent neighborhood land use patterns across the site. Both the Industrial and Maritime Alternatives link with the surrounding community, primarily through the employment and businesses of Bayview Hunters Point residents.

### **CAC Selects their Preferred Alternative**

The CAC considered the four Preliminary Alternatives at their June 2, 1994 meeting, selecting the Education and Arts Alternative as the Preferred Alternative. The Committee indicated that their selection was based on several factors:

- the Education and Arts Alternative presents a strong new identity for Hunters Point Shipyard;
- it creates a very positive image for both the site itself and for the Bayview Hunters Point community;
- the land uses proposed under the alternative would provide jobs for people at all educational levels and in many different types of businesses; and
- the variety of spaces and uses proposed under the Education and Arts Alternative could provide the setting for a diversity of entrepreneurial activities.

The CAC also indicated why the other three alternatives were not selected as the Preferred Alternative. The Industrial Alternative was rejected on the basis that the industrial uses it proposed would not provide as many opportunities for professional, managerial and entrepreneurial job growth as the Education and Arts Alternative would provide. The Maritime Alternative, focusing on maritime uses - a segment of San Francisco's economy that is not growing - was viewed by the community as too narrow in scope to provide economically viable and appropriate employment opportunities for Bayview Hunters Point residents. The CAC indicated that the Residential Alternative would provide too few job opportunities, generate more transportation demand than is projected as feasible for residents and workers traveling to and from the Shipyard and build into the plan potential future conflicts with job-producing uses. In addition, housing was not identified as a primary goal by the community.

**EDUCATION  
AND ARTS  
ALTERNATIVE  
The Preferred  
Alternative**

The Education and Arts Alternative, selected by the CAC at the June 2, 1994 community meeting as the Preferred Alternative, responds to the Bayview Hunters Point community's strong desire that Hunters Point Shipyard develop as a new, leading opportunity site in San Francisco and in the Bay Area. This alternative emphasizes the existing artists' community in defining the Shipyard's new image. At the same time, the location at the Shipyard of new educational uses serving all ages, helps give the Education and Arts Alternative its distinctive identity. Public schools and job training centers are included on the site to assist in preparing local residents for growth industry jobs, thus enhancing the Shipyard's role in the Bay Area's economic recovery.

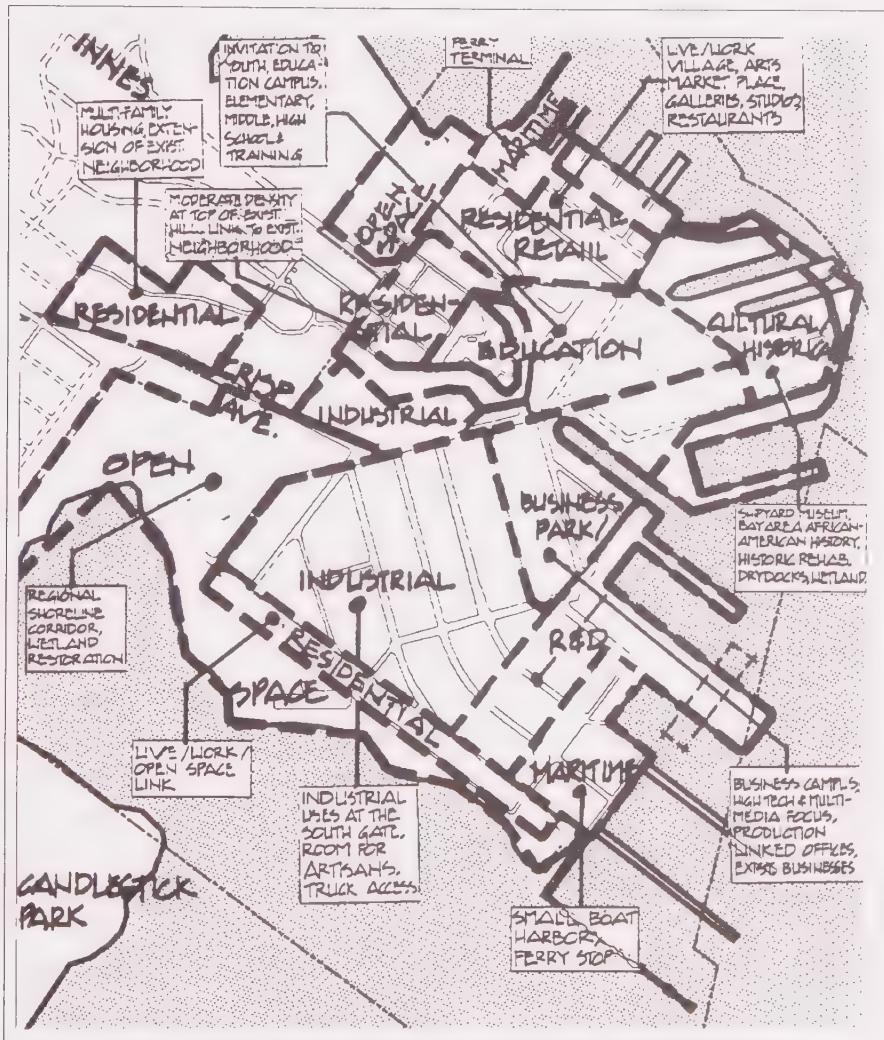


Figure 3.5

"EDUCATION/ARTS" ALTERNATIVE (June 1994)

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## **Goals and Objectives of the Education and Arts Alternative**

- Emphasize mixed use site development in the context of providing maximum employment opportunities.
- Provide the greatest number of opportunities for integrating the activities of new Shipyard development with the adjacent Bayview Hunters Point community.
- Create a positive new image for the Shipyard site. Physically and programmatically announce the Shipyard's new role in the City and the region.
- Incorporate the greatest number of community land use objectives.

## **Overall Planning Concepts**

The Education and Arts Alternative features a centrally located educational facility that extends from the top of Hunters Point Hill down through the site to the waterfront. Establishing a regional or even national education destination at the Shipyard would be a welcome addition to the entire community. This campus might include public schools, recreation facilities, job training centers, and conference facilities.

This alternative also provides a framework for enhancing the existing artists' community at the Shipyard. The artists, their studios, live-work spaces, galleries, and exhibition spaces would be gathered together in a mixed use neighborhood. Some of the existing buildings that currently house artists' studios might continue to be so used. This mixed use neighborhood would be adjacent to the Shipyard's North Gate (Innes Avenue) and therefore be easily accessible to visitors, area employees and the surrounding Bayview Hunters Point community. The mixed use area is envisioned as a neighborhood of eclectic commercial and industrial scale buildings that would be available for live/work spaces, studios, galleries, warehousing and some retail use.

There are a number of buildings of architectural and historical interest in the vicinity of Drydocks 2 and 3. These buildings could be rehabilitated to become the focus of a special cultural and historical zone with space for museums dedicated to showcasing the history of the Shipyard and the special contributions of African-Americans, Native-Americans, and other local communities. The cultural/historical area includes significant public open space on the northeast waterfront with dramatic views toward downtown San Francisco and the East Bay.

Development of business park/research and development areas would be near the education campus to take advantage of shared training facilities and to provide some opportunities near campus resources for small business start-up space. Business park development near both the campus and the mixed use neighborhood would provide opportunities to link training and arts uses to multimedia businesses targeted for the site. The business park area was also sited to make available prime waterfront views, important in developing a positive market identity for site development.

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Industrial development is centered in the south part of the site and linked to the reopened South Gate (Crisp Avenue). Reopening the South Gate provides additional truck access and would redirect some traffic away from the campus, the mixed use neighborhood and business park development. Those artists who prefer a more industrial setting could find working studio space here.

Open space and recreation uses surround the site at its waterfront edge. Open space uses would include natural areas of wetland restoration as well as more urban public waterfront sites. Recreational maritime uses such as a small boat harbor and sites for ferry and water taxi terminals would be associated with the more urban waterfront close to the education campus, the mixed use neighborhood, and the Cultural/Historical center. Sports fields and other recreational uses would be associated with the campus in the central part of the site.

Moderate density housing is included in this alternative, located at the top of Hunters Point Hill, where it becomes an extension of the existing surrounding residential neighborhood. Housing in the mixed use neighborhood would provide opportunities for live/work studio space suitable for a variety of arts fabrication and multimedia activities.

### **Advantages of the Education and Arts Alternative**

The education campus and cultural/historical center would provide the Shipyard with a positive new identity and would provide a significant connection between the Shipyard and the surrounding Bayview Hunters Point community. The presence of the campus and the mixed use neighborhood would make Hunters Point Shipyard a destination for people in the Bay Area and would enhance its new identity.

The diversity of land use opportunities proposed under this alternative would assure that all businesses presently operating on the site could remain at the Shipyard during development.

This alternative would provide a wide variety of job types as well as job training and other public education opportunities.

### **Disadvantages of the Education and Arts Alternative**

This alternative would provide only a limited area for large, heavy industrial uses or maritime uses. The diversity of uses proposed under this alternative would limit opportunities for securing large, single use tenants.

**INDUSTRIAL ALTERNATIVE** The Industrial Alternative focuses on providing opportunities for heavy industrial uses, including the provision of space for large, single use tenants. In this alternative, artists' studios would remain scattered throughout the entire site, and the other uses - rehabilitated historic buildings, housing and the job training center - would be relatively isolated from the site's primary industrial activity. This alternative would also provide a strong new identity for the site - one related to enhanced employment opportunities for the Bayview Hunters Point community, for San Francisco, and for the Bay Area.

### Goals and Objectives of the Industrial Alternative

- To accommodate the greatest variety and extent of industrial use including such land intensive uses as outdoor storage activities.

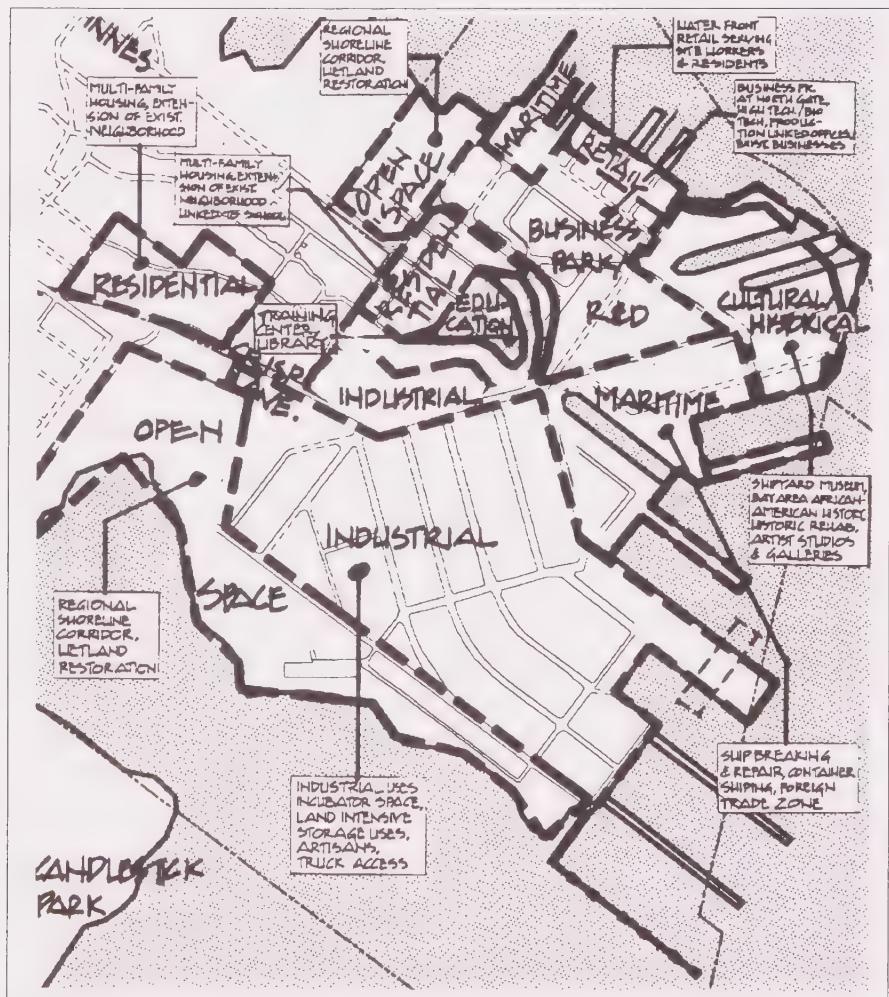


Figure 3.6

### "INDUSTRIAL" ALTERNATIVE (June 1994)

- 
- To provide maximum flexibility for the business and industrial job-creating businesses that will be targeted for the site.

## **Overall Planning Concepts**

In this alternative, the large, level area in the central and eastern part of the site is completely devoted to industrial and maritime uses. These uses would include the kinds of growth industries targeted for this site - biotechnology, dental and medical instruments manufacturing, multimedia and related industries, shipbuilding - and would also include incubator space for business start-ups, space for artisans, and warehouses. Space would be reserved for industrial maritime uses at Drydock No. 4 and the Regunning Pier.

Just inside the North Gate, a business park would provide space for uses such as production linked offices, business incubators, and targeted technical and biotechnical businesses.

The area around the historic buildings would become the public center of Hunters Point Shipyard and would include museums to showcase Shipyard and African American history, artists' studios and galleries, and a waterfront retail center to serve site workers and residents.

Multi-family housing on Hunters Point Hill would be an extension of the adjacent existing residential neighborhood. An industrial training center on Hunters Point Hill would be accessible to both the residential and industrial areas of the site.

The steep slopes of Hunters Point Hill and wetlands restoration elsewhere along the regional shorelines corridor would also provide open space. Open space that is more urban in character would be integrated into the public center around the renovated buildings and Drydocks 2 and 3.

## **Advantages of the Industrial Alternative**

The Industrial Alternative would provide industrial users with many options and a great deal of flexibility. Some heavy industry might be included and large truck, equipment, and cargo storage would be accommodated. The site could be developed in very large parcels for single use tenants.

Many of the jobs generated by these industrial uses would require little retraining.

Almost all current site uses would be compatible with the development of new industrial uses.

## **Disadvantages of the Industrial Alternative**

With primarily industrial uses, the Shipyard would be somewhat isolated from the surrounding Bayview Hunters Point community.

This alternative would generate the most additional truck traffic, thereby having a potentially serious negative impact on nearby Bayview Hunters Point streets. The amount of space available

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for educational, training, and other nonindustrial uses is limited under this alternative, and these uses could be compromised by their proximity to heavy industry.

Because market forecasts do not predict that the industrial space proposed under this alternative would be needed in the 20 year period of site development, an industrial reserve would have to be created for future use.

An emphasis on one type of land use - industry - in this alternative would mean less job diversity.

<b>MARITIME ALTERNATIVE</b>	The Maritime Alternative would return the Shipyard to its traditional use and identity. Maritime uses on the site would allow new development to make use of extensive built and natural resources for ship building, repair, and cargo handling. San Francisco's present Master Plan has identified as policy the reestablishment of Hunters Point Naval Shipyard as a major source of maritime employment and activity.
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### **Goals and Objectives of the Maritime Alternative**

- Satisfy the strict interpretation of existing regulations and policies (BCDC and State Lands) that require the retention of nearly all shipyard lands for current or future maritime use.

### **Overall Planning Concepts**

Almost all dock and pier areas are retained for maritime use. Waterfront uses from Drydock 4 south would include space for container freight terminals and shipbreaking/ship repair.

Industrial and Business Park/Research and Development uses would have to satisfy criteria for water-dependent uses. These would be uses that support the container terminals and would include transshipment facilities and land-intensive storage facilities.

A Cultural/Historical center using rehabilitated historic buildings and reserving some nearby waterfront access for the public would provide the primary public connection between the Shipyard and the Bayview Hunters Point community.

Hunters Point Hill would be the site of multi-family housing and a job training center. A waterfront retail center would serve the Shipyard's workers and residents. In this alternative, artists would remain on the site with warehouse studio space available near the Cultural/Historical center.

High people-volume uses are sited adjacent to the Shipyard's North Gate. These include the retail center, business park, training center, as well as any museum, cultural, and public open space use of the historic waterfront.

Open space would include restored wetlands and shoreline at the northwest corner and on the southwest edge of the Shipyard site and the steep slopes on the south side of Hunters Point Hill.

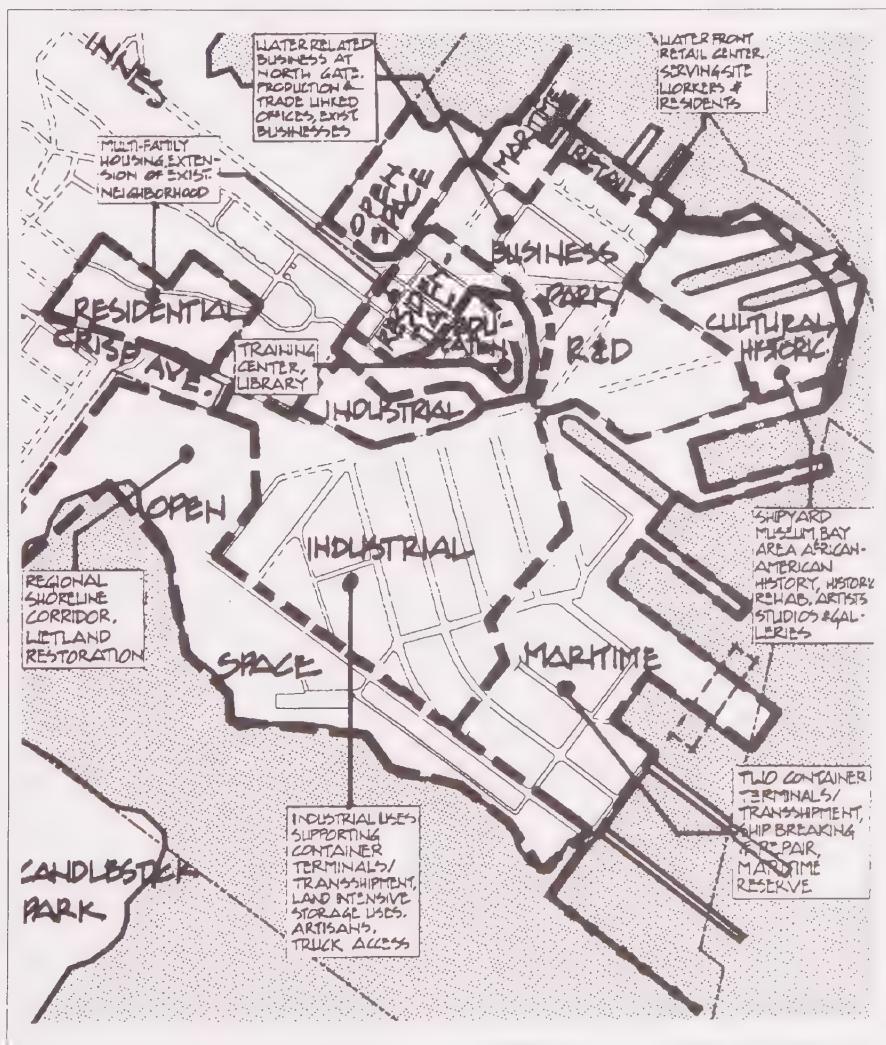
## **Advantages of the Maritime Alternative**

The site has a long and important history in the Bayview Hunters Point community as a shipyard. Maritime uses, including shipbuilding, have traditionally formed an important part of the economy of Bayview Hunters Point.

The many regulations, local and state, which control Bay development support maritime uses along the Bay shore.

#### **Disadvantages of the Maritime Alternative**

San Francisco's maritime economy is not growing. This alternative does not provide enough flexibility for attracting the diverse range of businesses required for maximum employment opportunities.



**Figure 3.7**

#### "MARITIME" ALTERNATIVE (June 1994)

**RESIDENTIAL ALTERNATIVE** This alternative emphasizes housing development. There is significant residential development in the Bayview Hunters Point community surrounding much of the Shipyard. Residential development on the site would extend these neighborhoods across the Shipyard. San Francisco's Master Plan strongly encourages the provision of affordable housing in the City.

### Goals and Objectives of the Residential Alternative

- Achieve a true diversity of living and working environments.
- Provide full access to the Shipyard for the Bayview Hunters Point community.
- Provide maximum enjoyment of the Shipyard's waterfront sites.

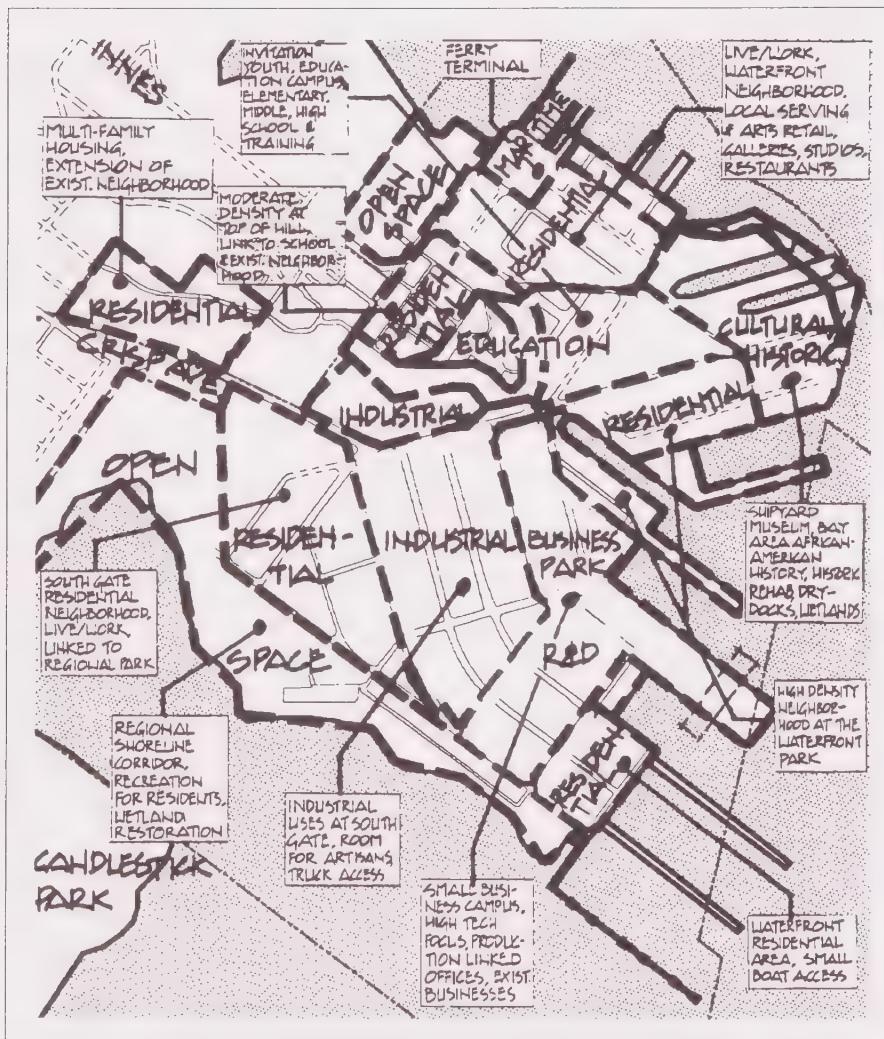


Figure 3.8

### "RESIDENTIAL" ALTERNATIVE (June 1994)

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## **Overall Planning Concepts**

Under the Residential Alternative, the site is divided into development parcels that create residential neighborhoods, each with a distinct character. Moderate density housing is shown on Hunters Point Hill, as an extension of the existing residential neighborhood. A waterfront neighborhood on the northeast edge of the site provides live/work space and artists' studios, galleries, restaurants, and local retail uses. A waterfront park residential neighborhood is proposed near Drydock 4. Along the southeast site edge, waterfront housing with access for small boats faces the Bay. A live/work neighborhood is shown adjacent to the South Gate into the Shipyard, bordering extensive park lands identified for wetlands restoration, open space and public recreation.

The educational campus could be the site of an elementary, middle, or high school as well as a post secondary training center. The sports fields and recreation areas of the campus would contribute to the Shipyard's open space.

A cultural/historical center would be located in the area of the historic buildings and drydocks. It would include a museum showcasing Shipyard history and the history of the Bayview Hunters Point community. This area would also include an urban open space with dramatic views of San Francisco and the East Bay.

The Residential Alternative includes some industrial and business park development in the center of the site. These uses would generate most of the jobs identified in this alternative. The greatest concentration of industrial uses would be at the South Gate. Some live/work spaces and studio space for artists, artisans and multimedia businesses would have to be environmentally compatible with nearby housing.

There are some additional opportunities for public access based on the development of waterfront residential and retail uses.

### **Advantages of the Residential Alternative**

Developing housing across the Shipyard would certainly create a new identity for the site and could set the stage for a very vibrant and cohesive community on the south Bay Shore.

Developed with housing, the site would become physically and socially an extension of the surrounding City fabric.

### **Disadvantages of the Residential Alternative**

The alternative would provide the fewest jobs among the alternatives. The job types that would be provided under the Residential Alternative are not as varied as those provided under other alternatives. Although there would be some employment opportunities while housing is being built, this alternative would provide relatively fewer permanent jobs. The Residential Alternative would require very careful targeting of industrial and business park development to maximize the number of jobs at the Shipyard.

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Conflicts between residential uses and business/industrial uses are more likely under this alternative because of the emphasis on residential development throughout the Shipyard. Areas of conflict might include truck traffic, truck and machinery noise, odors, and other industrial emissions.

Because most of the site is would be residentially developed, this alternative requires the highest, most extensive and most costly level of toxic clean-up. The clean-up would take the longest to complete under this alternative.

The Residential Alternative would generate less tax revenue for the City than other alternatives would.

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**CAPTURING  
OPPORTUNITIES  
THROUGH  
FLEXIBLE  
DESIGN**

Following the June, 1994 CAC selection of the Education and Arts Alternative as the Preferred Alternative, the planning team began a process of designing Preliminary Plans as detailed studies on the Preferred Alternative. Each of the Preliminary Plans highlight specific design and development opportunities in the context of a flexible land use pattern.

**Technical Advisory Committee Review**

The first step in this design process was to convene meetings with a wide spectrum of local government agencies to solicit their specific comments on the Preferred Alternative and their advice in developing more detailed plans. These governmental agencies convened as a planning Technical Advisory Committee (TAC) are responsible for the eventual delivery of essential City services to the Shipyard. From a wide array of local government agencies, the TAC was organized into three groups as follows:

- Land Use and Economic Development
- Transportation and Infrastructure
- Public Safety

During August, 1994, each of these TAC groups met to consider the feasibility and implications of the Preferred Alternative. Comments and considerations were discussed in detail, summarized for the planning team and integrated into the process of designing the Preferred Alternative into Preliminary Plans. The TAC will be reconvened on an as needed basis throughout the planning process to consider the implications for delivery of City services.

**Circulation Systems**

A key component of and a primary challenge to the development and implementation of a successful reuse plan for the Hunters Point Shipyard is an effective transportation system. The plan must provide for on-site circulation, along with an adequate plan for regional access via transit, existing and new roadway links and truck routes. Transportation improvements which support job creation potential at the Shipyard and minimize neighborhood impacts in the Bayview Hunters Point area have highest priority. In addition, the on-site circulation pattern must suit the land use and urban design characteristics which have been carefully delineated in the reuse planning process.

A transportation evaluation was conducted based upon the four preliminary land use alternatives presented in Chapter 3 of this report. Generalized trip generation numbers were compiled based on gross estimates of acreage by land use for each preliminary alternative in order to identify transportation demand. The Education and Arts Alternative was estimated to create approximately 6,650 peak hour trips; the Industrial Alternative some 6,100 trips; the Maritime Alternative about 5,700 trips; and the Residential Alternative approximately 7,800 peak hour trips. Automobile and transit trip generation were expected to be highest with the Residential Alternative, with the Preferred Alternative, Education and Arts producing the next highest demand for automobile and transit.

The Education and Arts Alternative achieves a number of general transportation objectives including:

- Defining preliminary patterns of roadways sufficient to serve forecast traffic, accommodating and encouraging transit use, and taking advantage of site topography and views for orientation.
- Introducing a hierarchy of roadways and service corridors as needed for each land use.
- Inviting access to the waterfront by physical links and retaining key views to the water.

At this stage of transportation planning for the Shipyard, the preliminary transportation data and analysis have been used to further consider on-site circulation patterns. Two preliminary circulation pattern alternatives were laid out as illustrated in Figure 4.1. Circulation Pattern 1 uses a modified existing street pattern as a basis from which to arrange land uses and create an urban design consistent with the goals and objectives set forth by the CAC for the reuse plan. Circulation Pattern 2, is an extension of the City grid pattern from the greater Bayview Hunters Point community onto the Shipyard.

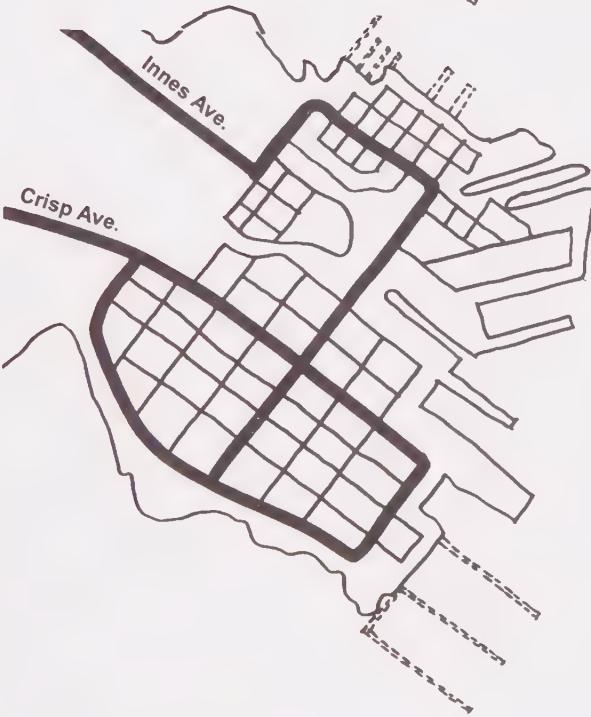
Circulation Pattern 1 reinforces the general transportation objectives as stated above. In addition, using the modified existing street pattern reduces the infrastructure investment and supports early opportunities for development without the need for a new circulation design. Existing rights-of-way for transportation and utilities can be readily utilized under Circulation Pattern 1. This alternative also minimizes the impacts on existing buildings. Capitalizing on the existing street grid system provides flexibility for interim use and phasing of the reuse plan. Interim use and reuse of existing buildings can be easily accommodated by using the existing street grid system.

Circulation Pattern 2 calls for the extension of the Bayview Hunters Point community street grid onto the Shipyard. Visual consistency and augmented orientation to the Shipyard could be realized by extending the Bayview Hunters Point grid onto the Shipyard. This alternative would provide a physical bond with and incorporate the Shipyard into the larger Bayview Hunters Point community. Major capital investments would be required under Circulation Pattern 2. Existing buildings would need to be demolished, additional rights-of-way dedicated, and relocation of existing utilities required. Construction of some roadway segments, especially on the south side of the site, may be delayed due to toxic clean-up schedules. Furthermore, interim use and phased development would be complicated and delayed in order to accommodate construction of new roadway and utility infrastructures.

The major difference between the two alternatives is the emphasis on using as much of the existing infrastructure and roadway alignment as possible versus modifying the internal circulation pattern to be consistent with and configured to continue the Bayview Hunters Point community grid system onto the Shipyard. The primary factors which influenced the decision to use a modified existing street pattern include minimizing the initial capital investment through the use of existing systems, limiting the impacts on existing buildings, providing flexibility, and accommodating early interim use and phased long range development.



Circulation Pattern 1



Circulation Pattern 2

Figure 4.1  
Hunters Point Shipyard



## PRELIMINARY CIRCULATION ALTERNATIVES

As the preferred pattern, Circulation Pattern 1 would require some modifications and adaptations to accommodate recommended land uses and to establish a more urban scale grid of streets and pattern of parcel development. In responding to the need for some circulation modifications, four preliminary circulation plans were developed at the schematic level to help determine the best possible roadway configuration suitable to the transportation demands of the land uses portrayed in the Education and Arts Alternative. Each plan utilizes the existing street patterns as much as possible, considers topography and views of the site, adjusts circulation to be the least intrusive to the residential areas, and provides adequate circulation for transit, pedestrians and bicycles, goods movement as well as automobile movements.

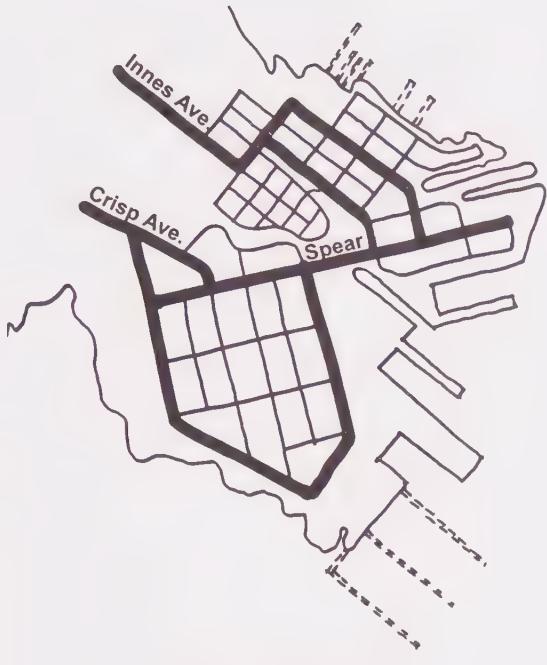
Figure 4.2 graphically depicts the four preliminary circulation plans in schematic form. The most significant differences between the plans relate to the circulation associated with the southern entrance and circulation in and around the southern sections of the Shipyard.

Circulation Plan A provides for two access paths from the southern entrance off Crisp Avenue. The roadway connecting the west side of the site leaves Crisp Avenue at a wide angle intersection and links with the perimeter roadway without additional corners or angles for vehicle maneuvering. The western roadway alignment for Preliminary Plan A and the land identified for development preserves a significant amount of land area along the water's edge for open space.

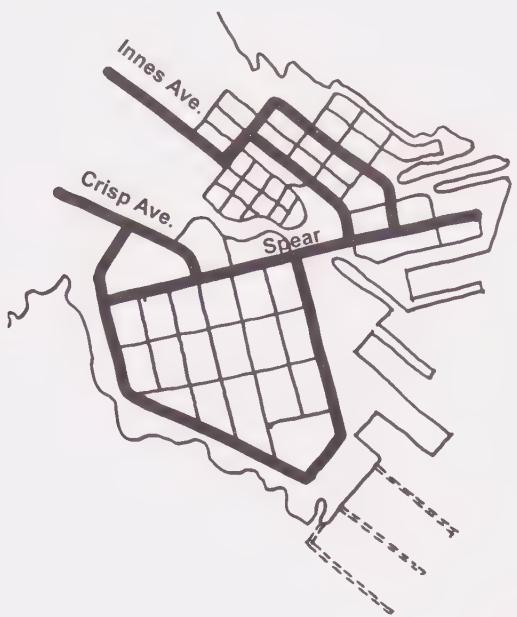
Circulation Plan B also splits traffic entering the Shipyard from Crisp Avenue into two directed paths. One path leaves Crisp Avenue and directs traffic to the western perimeter of the site requiring a 90 degree turn off of Crisp to reach the perimeter road on the west side of the Shipyard. This alignment and land use layout maximizes land available for development in the southern portion of the site. The second path connects Crisp Avenue traffic to Spear Avenue at a more central location to access the southern half of the site or to proceed east along Spear to reach the eastern portion of the site. The perimeter roadway alignment for the southern portion of the Shipyard extends to the water's edge using wide angle cornering movements.

Circulation Plan C is referred to as the "arc" scheme. As shown in Figure 4.2, Plan C takes advantage of the physical shape of the site, contours and topography of the land. Three significant roadways, two on the north side of the site and the perimeter roadway on the west side of the site, have an arching or curved geometry fitting the natural layout of the land. This type of circulation resembles a suburban circulation pattern, and presents a less direct path and slower movement of traffic.

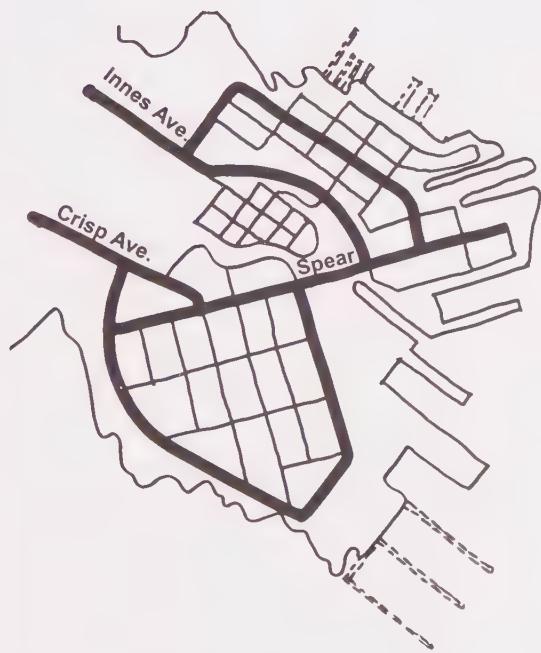
As shown in Figure 4.2, the southern access for Circulation Plan D includes two traffic paths similar to the other alternatives. The most westerly roadway intersects with Crisp Avenue at a wide angle. It also intersects Spear Avenue at a right angle, with Spear continuing west to provide access for additional development close to the water's edge. The perimeter roadway for the southern portion of the Shipyard is angular in geometric design, reflecting more of the typical San Francisco



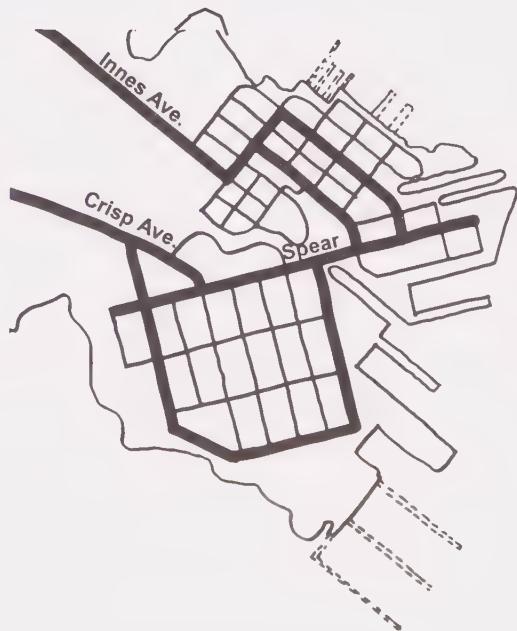
Circulation Plan "A"



Circulation Plan "B"



Circulation Plan "C"



Circulation Plan "D"

Figure 4.2  
Hunters Point Shipyard

## PRELIMINARY CIRCULATION PLANS



pattern where urban grid meets waterfront. As shown, it accesses somewhat less of the southern-most area of the site than the other plans.

Basically, preliminary Circulation Plans A, B, and D evolve around a similar concept, with minor variations at the northwest corner and the southern portion of the site. The variation on the southern portion of the Shipyard is the alignment of the major arterial roadway. There are no fundamental differences between these alternatives in terms of traffic circulation, efficiencies or safety consideration. Circulation Plans A, B, and C create difficult angles for street connections and traffic maneuverability. Therefore, a fragmented street system results on the south side.

Plan D is best suited as the street circulation pattern for the land uses, urban design and economic development which have emerged as the preferred Education and Arts Alternative. This preliminary circulation plan accommodates proposed land uses and the associated transportation needs for transit, pedestrians and bicyclists, automobiles, and trucks without complicated corners and street angles. An orderly circulation pattern results with Circulation Plan D.

#### **ESTABLISHING Urban Design Alternatives Workshop**

**PATTERN OF DEVELOPMENT,** An important part of the charge from the CAC in their selection of the Preferred Alternative was their desire for a plan which would:

**DENSITIES,  
CHARACTER  
OF PLACE**

- Establish a new image for the Shipyard
- Invite a diversity of people to the Shipyard - from Bayview Hunters Point and the whole Bay Region
- Provide a variety of activities on site - resulting in a range of job and business opportunities in areas ranging from arts and culture, education, recreation and multimedia to larger scale research and development or industrial ventures.
- Accommodate the maximum number of jobs which would bring long term quality employment to the area

The planning team worked to create an urban design approach for the Shipyard which would meet this challenge of image, diversity, varied scale and maximum employment. This work involved expanded research into: the needs of targeted users, the potential limitations of the site, the opportunities for linkages to ongoing City agency initiatives and the physical opportunities for compatible location of uses on the site. The culmination of this effort was a full-day Urban Design Alternatives Workshop, held on September 22, 1994, where with planners, designers, development specialists and CAC representatives, the Three Preliminary Plans were developed.

The focus of the Urban Design Alternatives Workshop was threefold:

- To consider the *Pattern of Development* best suited to the Shipyard and the proposed uses,
- To engage in a collaborative search for those physical elements of the new plan which could firmly establish a *Character of Place* for the Shipyard, and

- To marshal the best of the ideas presented and combine them into **three distinct preliminary plans** for rigorous evaluation.

#### *Pattern of Development*

Based upon the work of the TAC, additional information collected in the areas of circulation, public transportation, recreation and education planning, and the needs of the targeted users for the site, the urban design workshop participants tested a variety of patterns for development of the Shipyard site over the next 20 years. Consensus was reached in a number of areas, and plans developed to reflect that agreement. These included:

- An urban grid of roadways and blocks - with a finer grid in the northern portion of the site and a larger grid of blocks inviting larger industrial/research uses in the southern portion of the site;
- A roadway system that would fully serve the projected travel demand - accommodating trucks while limiting their impact on sensitive areas of the site, encouraging public transportation, and recognizing the offsite needs for access improvements;
- Variety in the size and location of development parcels to accommodate both small start-up businesses and more established, larger industries, research firms, or communications ventures;
- An emphasis on mixed use areas - including artist studios, galleries, limited retail and business services, artisans, small start-up businesses, multimedia, live/work sites and potential general upper story housing and similar uses - to give an urban, pedestrian character to key areas on the Shipyard;
- Encouraging moderate-level building densities on this site, while recognizing the site needs of target users; and
- Testing options for some expansion of residential uses

In the early planning phases, "business park" and "research and development" were used as interchangeable terms for one of the six major land uses. Both the TAC and the Planning team's transportation consultants clarified the fact that these two terms actually refer to two distinct uses. "Research and development" use is actually a more accurate description of the uses intended for the Shipyard. The term "business park" was therefore dropped by the time the Preliminary Plans were prepared.

A wide variety of planning and urban design approaches were suggested and reviewed during the Urban Design Alternatives Workshop including several new concepts that introduced the ideas of (1) a central light rail, mixed use corridor through the site, and (2) an expanded open space linkage through the heart of the site, from hilltop to water. With regard to building densities, the workshop team sought opportunities for more intensive development, either utilizing existing buildings or in new construction. In research and development and industrial areas, the team envisioned densities of a somewhat more urban character (e.g. .5 FAR) than the more typical research park found on the Peninsula (.3 FAR), particularly where public transportation and urban services would be available.

### *Character of Place*

Moving beyond the overall pattern of development, the workshop also focused on those elements of the plan which could assure a "character of place" that would meet community and City objectives for welcoming public places, a new image, and the extension of the best qualities of a mixed use urban workplace onto this site.

Among the issues addressed were:

- Features unique to the Hunters Point Shipyard setting;
- Elements of a "new image";
- Qualities that create an urban place to live, work, learn, congregate, enjoy and explore;
- Special facilities and places to invite the Bayview Hunters Point community to the site - young and old, all incomes and all backgrounds; and
- Characteristics of a workplace for the 21st Century.

## **DEVELOPING THREE PRELIMINARY PLANS**

This effort of refinement and definition of the Preferred Alternative led to the development of three distinct and detailed land use plans referred to as Three Preliminary Plans for the Shipyard.

Distinct characteristics of the three plans included:

### *Preliminary Plan A: Independent Land Use Zones*

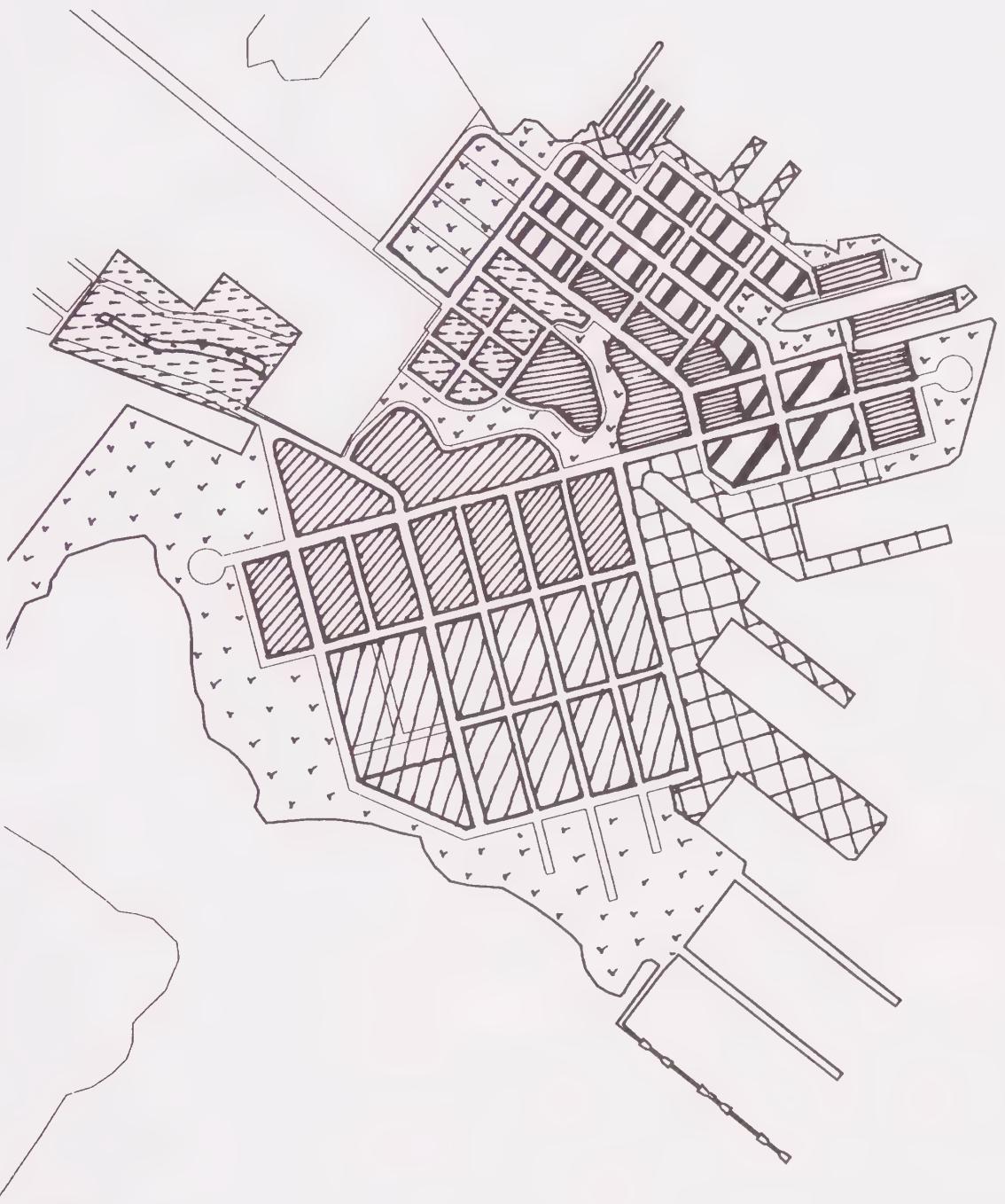
As shown in Figure 4.3, this plan features concentrated mixed use in the northern portion of the site, and an extensive area for research and development and industry in the southern portion. A cultural arts district is focused around drydocks 2 and 3 with views to downtown, to the Bay Bridge and the full East Bay shoreline. Abutting mixed use areas will accommodate small businesses, art and artisan studios, live/work, small retail areas and incubator businesses. An education campus is at the heart of the site with residential use at the top of the hill. In the southern section, research and development use lines the main street from the South Gate and industrial use extends to the southern waterfront.

### *Preliminary Plan B: Main Street Vitality*

This plan features a "main street" of mixed-use, live/work, training, retail, and pedestrian-friendly uses along a transit corridor, as shown in Figure 4.4. The corridor loops through the site, from the North to the South Gates providing the major site circulation for many years to come. Densities were somewhat increased, resulting in some areas to be land-banked for future use. In this plan, the education uses are dispersed on the site to relate directly to employment areas. The southern portion of the site is distinctively different, with more variation in the mix and location of uses, allowing for research and development uses, industry, mixed use, training facilities and an extension of residential use down from the hill top toward the South Gate.

### *Preliminary Plan C: Places of Distinction*

The third plan, as shown in Figure 4.5, is distinguished by three key elements. Research and development uses are moved to the northern portion of the site to allow easy access to the North



**Figure 4.3**  
Hunters Point Shipyard



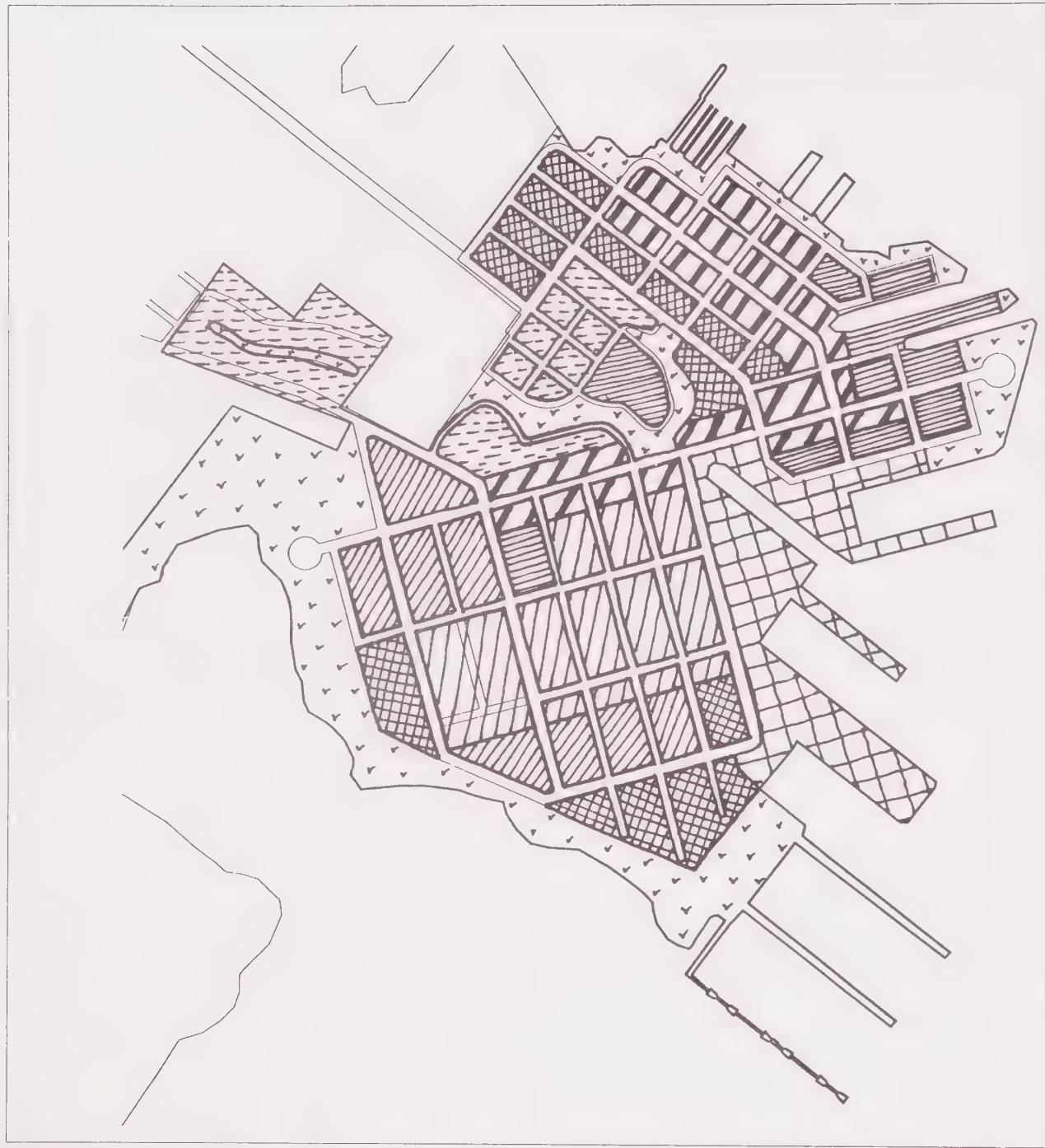
**NORTH**  
(No Scale)

## **PRELIMINARY PLAN - A Independent Land Use Zones**

- Educational/Cultural/  
Historical
- Industrial
- Research and Development

- Mixed Use  
Retail/Gallery  
Artisan Studio  
Artist Live/Work  
Warehouse  
Hotel/Conference
- Open Space

- Residential
- Maritime
- Future Development



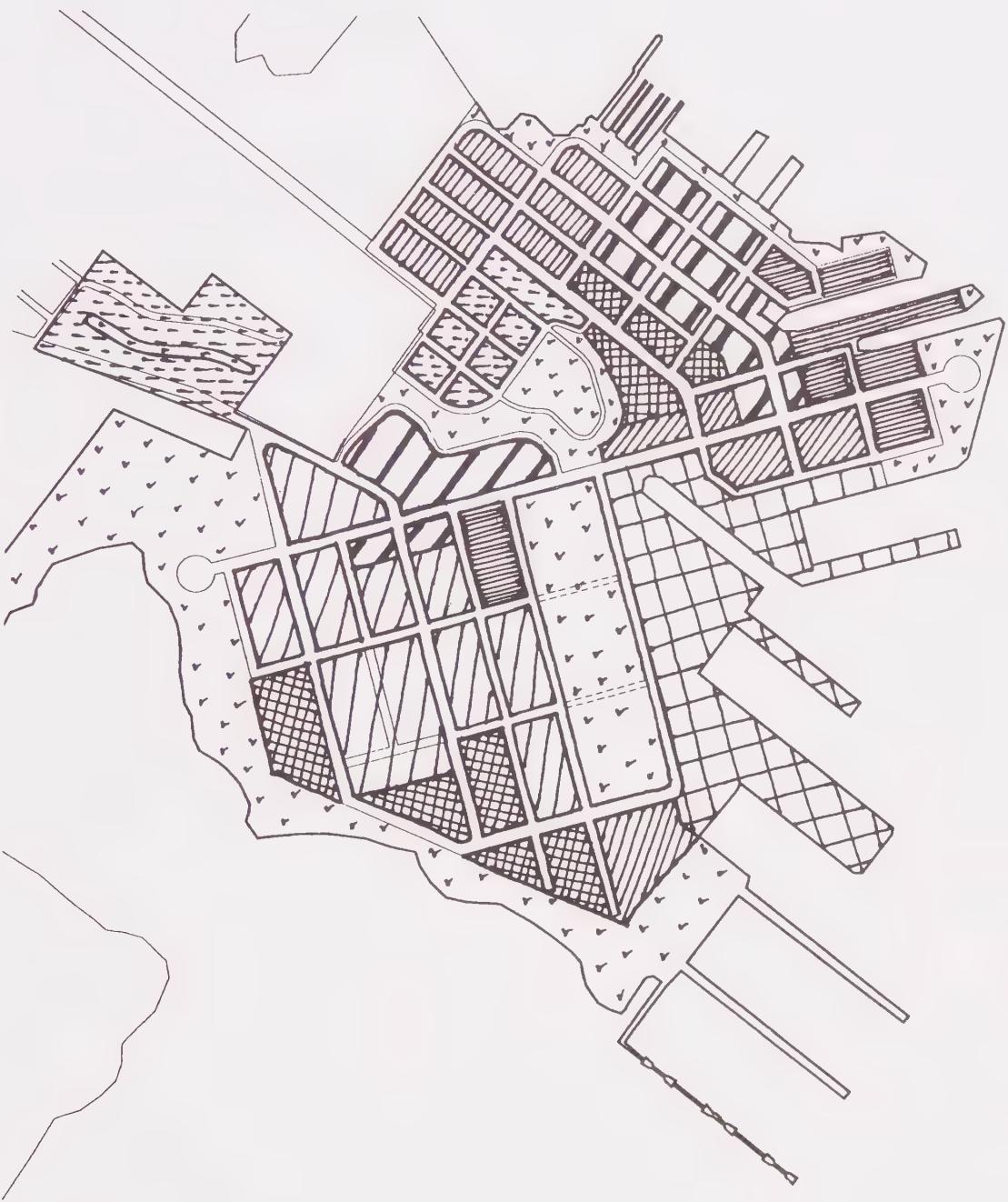
**Figure 4.4**  
Hunters Point Shipyard

## PRELIMINARY PLAN - B Main Street Vitality



**NORTH**  
(No Scale)

- |                                     |  |             |
|-------------------------------------|--|-------------|
| Educational/Cultural/<br>Historical | Mixed Use<br>Retail/Gallery<br>Artisan Studio<br>Artist Live/Work<br>Warehouse<br>Hotel/Conference | Residential |
| Industrial                          | Open Space   | Maritime    |
| Research and Development            | Future Development   |             |



**Figure 4.5**  
Hunters Point Shipyard



**NORTH**  
(No Scale)

## **PRELIMINARY PLAN - C** **Places of Distinction**

- Educational/Cultural/  
Historical
- Industrial
- Research and Development

- Mixed Use  
Retail/Gallery  
Artisan Studio  
Artist Live/Work  
Warehouse  
Hotel/Conference
- Open Space

- Residential
- Maritime
- Future Development

Gate and to encourage higher densities and a mix with arts and small business uses. Two mixed use areas are planned - one to the north and one to the south. But perhaps the most distinctive element is the introduction of a new open space network with a major recreation and park element extending from the top of the hill all the way to the central waterfront.

### **Focus Groups**

During the period between the selection of the Preferred Alternative and the development of the Proposed Draft Plan, it was also essential to learn more about the specific characteristics of each of the uses to be invited to or expanded on the Shipyard. The Education and Arts Alternative embraced a variety of uses including: Industry, research and development, an education campus, cultural uses, an arts marketplace/live/work/mixed use area, residential and maritime uses. An understanding of what specific components or users might be part of those general use categories and how they might be best served on the site was essential.

#### *Conduct and Resources of the Focus Groups*

On October 13, 1994, the Office of Military Base Conversion sponsored a series of Focus Group meetings to learn more about the individual component parts of the Shipyard plan. A broad range of individuals with first hand experience in these areas, current Shipyard tenants and CAC participants to join in the effort. This included individuals with wide-ranging backgrounds - artists from the Shipyard, leaders of Bayview Hunters Point educational and cultural organizations, recreation facility managers, private developers, Shipyard businesses, facility planners for high tech companies and organizers of Fort Mason and Yerba Buena Center for the Arts.

The half-day meeting was held at the Shipyard and attracted 60 participants who worked in five focus groups. Topics related to specific land uses or small groups of uses anticipated to be located on the Shipyard including:

- Education and Training uses
- Arts, Artisan, Cultural and Live Work Uses
- Research & Development and Industrial Uses
- Retail/Mixed Use areas, and
- Open Space Uses

A common set of issues faced each of the groups:

- What are the potential, desired and realistic components of a 20 year plan in this specific land use category?
- What are the physical needs of this land use? location, adjacent facilities, densities, potential for reuse?
- What on-site and off-site services does this use require?
- What are the key economic factors - cost and revenue - and implementation issues related to this land use?

In addition, each of the groups was asked to consider the advantages or disadvantages of each of the Three Preliminary Plans for their specific use category.

Each of the Focus Groups was provided resource materials including maps of the Shipyard, copies of the Three Preliminary Plans and topic sheets to organize and record the discussion. Each had an informed facilitator involved in the reuse planning effort and a recorder. A group of graduate students from the University of California at Berkeley donated their time to assist in the organization and conduct of the Focus Groups.

The information gained was used directly for the final evaluation of the Three Preliminary Plans, and the selection of a Proposed Draft Land Use Plan to present to the CAC/public and would contribute to the continuing detailed planning for a Draft Plan.

### *Highlights of Focus Group Findings*

Provided here are highlights from each of the Focus Group meetings, as recorded on October 13. Each addressed the general topics of a List of Facilities, Physical Characteristics, Location Issues and Special Needs and Benefits. A record of participation and notes from each of the Focus Groups is available at the Office of Military Base Conversion.

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#### **Open Space Focus Group**

##### *List of Facilities*

- recreational community sports complex - indoor and outdoor
- family recreation
- water recreation
- connection to the Regional Bay Trail
- performance areas
- large public swimming pool
- equestrian use
- horticulture

##### *Physical Characteristics*

- link to education
- provide balance to density
- link to water
- connect to main street
- entry opportunities
- visual access to maritime uses
- natural habitats
- education & signage
- community events
- streets as an open space component
- expand quality of Shipyard open space system out into the community

##### *Location Issues*

- layout open space system first
- serve all workers on site as well as surrounding district
- provide visibility, street to parks
- day and night use
- link to residential uses
- focus on the Crane as an open space element

- do not try to fix all piers - let some deteriorate, historic record
- consider parking and access needs

##### *Special Needs & Benefits*

- hardball and softball fields, serve local and larger community
- link to education
- link private businesses to creation and maintenance of parks
- plan for irrigation requirements
- on-site propagation
- facilities - low cost, easy to maintain and to install
- future potential to transform maritime areas to open space
- the crane should stay

##### *List of Facilities - General*

- vibrant urban workplace with significant identity and a lively mixed use environment. (avoid pitfalls of excessive isolation of work areas seen in Silicon Valley)
- near-term uses compatible with immediate needs: Industrial and light manufacturing, warehousing, sales and distribution centers, existing on-site industries, arts-related uses
- plan for a future that will attract high-tech, research and development and light manufacturing industry as the site develops better access and facilities.

## **Research & Development/ Industrial Focus Group**

### *List of Facilities - Specific*

- arts and entrepreneurial nature of local businesses - vibrant quality to be encouraged and preserved
- high-tech industry - site currently lacking facilities and image to attract high-tech firms - need to create a destination at Hunter's Point, and encourage the growth of one or a group of high-profile businesses (e.g. Chiron in Emeryville)
- environmentally-sustainable area: secondary manufacturing, feed stock sources for these industries, and possibly recycling centers.
- safety clinic - in context of growing industrial firms in the area
- training facilities - positive factor to attract new growth firms, targeting the Bayview community as a viable labor force

### *Physical Characteristics*

- establish site as destination
- access is critical - consider major improvements
- unique urban character attractive to business
- balanced neighborhood
- provide mixed use, flexibility - unavailable elsewhere
- accommodate cluster development - research and development concept of "Corporate Villages", "Satellite Centers"
- communications linkages essential
- importance of trees to transform site and buffer uses
- increased density in some areas freeing land in other parts of the site.

### *Preferred Densities:*

- warehousing, industry, etc. - 1 story
- high-tech research and development - 1 story, + mezzanine space
- multimedia & some high tech - potentially 2-3 stories
- incubator businesses - potential for up to 5 story

### *Location Issues*

- waterfront as most significant and attractive feature of site
- look to regional context, don't develop as an island, seek improvement in general Bayview Hunters Point community

### *Adjacencies*

- potential problems between industry and residential, need distance and buffers
- look to record in city of live/work - avoid

problems of noise, 24 hour activities

- businesses and industry with expansion prospects not appropriate neighbors to residential, no daycare in research and development/industrial areas
- live/work in conjunction with some research and development facilities such as multimedia firms might be desirable

### *Special Needs and Services - Transportation*

- access is critically deficient - perception and reality are major deterrents to businesses locating on the site. Suggestions included:
- approach from the water by ferry connecting various points on the coast such as Candlestick Park, the airport, the Ferry Building, and locations on the East Bay.
- Improvement of public transport such as light rail and buses to the site.
- opening the South Gate entrance to the site and improving access in a way that does not negatively impact nearby residential areas.
- a new bridge over the water from Candlestick Park. This was seen as the kind of bold move essential to announcing and structuring the transformation of the site. However, the likelihood that such an action would reinforce the isolation of Hunters Point from the rest of the city was seen by some as undesirable.

### *Special Needs and Services - Other*

- state of the art communications technology
- generous power supply
- new infrastructure - and strategy for funding this infrastructure, e.g. improvement district
- strategies to maintain low cost of land and buildings for existing businesses
- image is key - must transform dilapidated and unsafe image
- keep land costs low enough for industries that require a high proportion of land per person

## **Retail Focus Group**

### *List of Facilities - Support for Employees and Residents of the Shipyard*

- food store - fresh produce, staples
- pharmacy
- video store
- dry cleaner
- laundromat
- hardware store
- builders supply
- restaurants/coffee shops /fast food
- small financial institution with ATM and services

## *Other Retail to Consider Over Long Term -*

### *Highlights*

- nighttime entertainment center - jazz, galleries, live theater
- multi-ethnic food court
- waterfront related retail - cater to visitors, small boat users
- family oriented entertainment
- incubator small business start up spaces
- information processing, business services, telecommunications
- multiplex cinema
- full service health club/gym
- landscape gardening
- specialty foods

### *Physical Characteristics*

- clustering retail uses together
- retail clusters within easy walking distance of employment and residential uses
- locate close to transit

### *Location Issues*

- note that people shop where they live - and retail normally follows other uses in a new area
- consider building 24 hour uses to avoid "ghost town" at night
- "connect" retail uses at the Shipyard to 3rd Street retail - perhaps via transit, make an extension of Bayview rather than a separate area
- emphasis on "walkable", "user-friendly" location and design

### *Special Needs and Benefits*

- need for 24 hour presence - Union Street example of working, living, shopping, nighttime activity
- waterfront very important in establishing identity - Marina Green of the southern part of city
- public relations essential to fight perception of crime and to draw visitors
- provide business meeting facilities

## **Education Focus Group**

### *List of Facilities*

- environmental education
- training and retraining facilities
- integrated life-long learning - learn from the site
- apprenticeship programs
- provide choice - integrate with schools, multi-cultural, bilingual
- compliment employment opportunities
- education at all levels - however, question whether K-12 is realistic, magnet school?

### *Physical Characteristics*

- attractive and safe
- direct integration with businesses & other opportunities on site
- decentralized - nodes within community and

### **Shipyard**

- multi-use facilities - day and night
- multi generation focus

### *Location Issues*

- whole Shipyard as an education campus - electronic links
- safe for children - getting there and being there
- use urban design to integrate education into site, provide some fixed visible presence

### *Special Needs & Benefits*

- ecologically sustainable
- accessible to residential community
- seek interim uses to prepare for the jobs of next 10-20 years

## **Arts and Cultural Focus Group**

### *List of Facilities*

- arts, cultural, technology training facility
- museum(s) - African-American, Native American, history of Shipyard
- cultural marketplace
- artist studios
- performing arts venue
- live/work spaces
- movie theater
- youth center
- fabricators - display and exhibit
- conference center
- hotel
- printing and publishing

### *Physical Characteristics*

- live/work - 200-800 units
- work only - 200-500 spaces
- addition of work/retail possible
- 24 hour use
- live/work to include artists with families

### *Location Issues*

- consider disbursement vs. concentration
- face ownership issues, and need for grants
- address zoning issues, reserve areas for artists?
- face competition from less price-sensitive uses
- address gentrification

### *Special Needs & Benefits*

- emphasize multi-racial composition
- keep as many existing buildings as possible - maintain "history"
- upgrade electrical, phone etc.
- training for near-future jobs
- significant community control and ownership
- maintain affordability
- support services - meeting, supplies, stores
- focus on funding - % for Art, assessment programs, low interest loans, funding for program development

In a very preliminary evaluation discussion during the criteria workshop, it was determined that some of the criteria were equally satisfied by each of the Preliminary Plans. Where there was no distinction between the Preliminary Plans when considering a specific criterion, the criterion was moved to the top of the criteria group. The team determined that these non-distinct criteria should remain on the list of criteria because even when the specific criteria did not provide any distinction among the Preliminary Plans, the criteria were nonetheless important considerations in evaluating any proposed plan for the Shipyard. These non-distinguishing criteria are highlighted by an asterisk (\*) in the descriptive list below. Following the descriptive list of criteria, these criteria are presented in the completed evaluation criteria matrix (Figure 4.7) and these non-distinguishing criteria are highlighted with shading at the top of each group of criteria.

Key evaluation findings are described at the beginning of Chapter 5.

#### ***Descriptive List of Evaluation Criteria***

##### **(A) Create Jobs for Economic Vitality**

- (1)\* *job generation potential, for Bayview Hunters Point area residents*  
the types of jobs best suited to residents of Bayview Hunters Point; the ability of the particular use mix to provide those types of jobs will be rated.
- (2)\* *job generation potential, for San Francisco residents*  
similar to (1) above but with consideration for the greater San Francisco labor force.
- (3) *are training & educational programs for youth/adults proposed?*  
all preliminary plans propose education/training facilities; siting of facilities varies from plan to plan.
- (4) *are environmental training/careers & businesses encouraged?*
- (5) *are new (large and small) investment opportunities into the area encouraged?*  
all three preliminary plans propose research and development, industrial and mixed uses for the Shipyard. Siting and configurations of uses differ from plan to plan.
- (6) *does the plan provide early economic benefits?*  
are revenue-generating uses situated

(and appropriate) for immediate economic opportunities in existing facilities or on readily available portions of Hunters Point Shipyard?

- (7) *does the plan allow early access for targeted industries and jobs?*  
are uses sited in portions of Hunters Point Shipyard that will permit early transfer from the Navy for the immediate generation of economic benefits?

##### **(B) Support Existing Businesses and Artists' Community**

- (1)\* *maintains the existing artist/artisan community.*  
all preliminary plans propose artists' studios and galleries as part of their cultural-historical and mixed use areas- whether the current artists' community ultimately inhabit the new rehabilitated spaces depends on a number of factors - whether they can remain in the interim, whether affordability is maintained, the desirability of the "end product" for the artist.
- (2)\* *compatible with existing Bayview Hunters Point and 3rd Street corridor businesses*  
What we want to measure here is whether or not any of the proposed uses will unduly compete or conflict with nearby business uses - all preliminary plans propose retail uses.

- (3) *establishes a link to Bayview Hunters Point arts and culture*  
 all preliminary plans propose a cultural/historic component of approximately 30 acres which is to include Bay Area African-American history; all alternatives propose that the existing artists' community will remain;
- (4) *relative importance of proposed uses in terms of contributions to Shipyard's gross revenue streams.*
- (5) *minimizes impact on current Shipyard tenants (rents, relocation costs, disruption to business, etc.)*  
 this evaluation may assume that "minimizing impact" means allowing tenants to remain in their buildings, so we could look at how each preliminary plan proposes to deal with the existing buildings that currently have tenants.
- (6) *compatibility of proposed uses with existing Shipyard businesses and artists' community*  
 this will be a judgement call based on whether preliminary plan proposed use mixes "fit" with the existing use mix on the Shipyard.
- (7) *creates potential for interim uses that benefit area businesses and organizations*
- (8) *compatibility of nearby capital improvements with proposed uses.*  
 this will consider significant, recent and nearby real property improvements and their compatibility with proposed uses;
- (C) Create Appropriate Mix of New Businesses**
- (1)\* *how proposed uses would benefit City economy*  
 potential job creation, secondary economic impacts (e.g., job and income multipliers) and projected growth industry indexes may be used to evaluate citywide benefits associated with proposed uses in each preliminary plan.
- (2)\* *provides site for conference facility*
- (3) *links new business and job training facilities on site*
- (4) *targets growth industries & new technologies*  
 all preliminary plans target growth industries & new technologies (e.g., biotech, medical instruments, etc.)
- (5) *creates economic links to regional, national and international markets*
- (6) *achieves a mix of large/medium/small businesses*  
 all preliminary plans strive for a broad range of business uses - retail, research and development, industrial - difference is in siting of uses
- (7) *accommodates research and development needs*
- (8) *accommodates industrial use needs*
- (9) *accommodates multimedia and film industry needs*
- (10) *accommodates arts/cultural/educational related businesses*
- (11) *provides incubator opportunities for business*  
 for numbers (7) through (11), the proposed siting of industrial, cultural/arts/educational and research and development land uses will be the main factor in evaluation.
- (D) Balances Development and Environmental Conservation**
- (1)\* *protects sensitive species (vegetation, wildlife)*  
 this will involve looking at land use locations in relation to mapped habitats of sensitive species
- (2)\* *targets uses environmentally appropriate to San Francisco Bay*
- (3)\* *opportunities to restore/feature natural waterfront ecology*

- (4) *appropriate phasing and location of uses that recognizes toxic remediation needs*  
compare each land use location with the location of sites that need toxic clean-up
- (5) *minimizes seismic hazards (ground shaking, ground failure, faulting)*  
this will involve looking at preliminary plan land use locations in relation to seismic hazard maps
- (E) Facilitate Appropriate Immediate Access**
- (1)\* *meets needs for maritime facilities (water access/docks)*
- (2)\* *San Francisco Police Department delivery*
- (3)\* *San Francisco Fire Department delivery (water needs considered)*
- (4)\* *emergency medical service delivery*
- (5)\* *encourages public access to the Shipyard*
- (6) *recognizes condition of utilities (electric/gas/sewage)*  
measure the ability of land use mix/siting to utilize existing utilities or account for upgrade of the utility systems as required
- (7) *maximizes interim uses of existing buildings (including cost of code compliance and potential revenue streams)*  
each preliminary plan will be looked at in terms of the number of existing buildings that can be retained and used during the interim period
- (8) *minimizes build-out costs*  
does the preliminary plan avoid development on sites that would be expensive to develop? does the preliminary plan utilize existing buildings where possible? are existing streets/utilities taken advantage of where possible?
- (9) *presents opportunities for systematic project phasing*  
project phasing is largely determined by the Navy's clean-up schedule - we'll have to evaluate each alternative against the existing schedule and modification to existing schedules for each preliminary plan
- (F) (i) Integrate Land Uses**
- (1)\* *compatibility with surrounding Bayview Hunters Point land uses*  
this evaluates if the proposed uses would fit well and compliment the existing uses in the surrounding area
- (2) *enhances arts/cultural/educational development opportunities*  
each preliminary plan can be rated according to the land area and number of projected jobs forecast for land use categories that could contain these types of development
- (3) *avoids conflicts between housing and industry*
- (4) *complimentary fit among proposed uses*  
this criterion determines the degree of complimentary fit among the uses proposed for the Shipyard in each preliminary plan, each land use will be evaluated in terms of the degree of separation between these uses through buffer zones, access routes, noise, etc.
- (5) *encourages Bayview Hunters Point residents to use site as business owners, workers, trainees, residents and users of recreation and waterfront mixed use opportunities*
- (6) *establishes a destination use to attract visitors from the City and region*  
how do the preliminary plans rate in terms of creating opportunities for such a use?
- (ii) Circulation**
- (I) *Pedestrian and Bicycle Access: Opportunity to attract bicycle and pedestrian activity.*  
High =Connects with citywide and regional commuter and recreational bicycle and pedestrian paths.  
Medium =Facilitates bicycle and pedestrian activities by being in close proximity to bicycle and pedestrian paths.  
Low =Hinders bicycle and pedestrian activities.

- (2) *Multi purpose trips: Potential to minimize vehicle trips by providing mixed use service establishments in close proximity to residential and employment areas.*  
 High =Supports mixed land uses in close proximity to accommodate non-commute and non-vehicular trips and limits barriers to pedestrians and bicyclists.  
 Medium =Includes non-vehicle connections (pedestrian, bicycle and shuttles) between residential areas, employment areas, shopping, and institutions.  
 Low =Establishes barriers to multi purpose trips including circuitous routes to pedestrian, bicycle and general public access paths.
- (3) *External Freight Movement: Extent to which land uses facilitate goods and services movement on to street and highway systems outside the Shipyard.*  
 High =Fosters distribution of goods and services from the Shipyard onto the adjacent street system by providing direction access to the freeways, while avoiding congestion and impacts on adjacent residential areas.  
 Medium =Supports distribution of goods and services from the Shipyard onto the adjacent street system while limiting congestion and impacts on adjacent residential areas.  
 Low =Distributes goods and services movement from the Shipyard onto the adjacent street system causing congestion and impacts on adjacent residential areas.
- (4) *Internal Freight Movement: Extent to which land uses facilitate goods and services movement through the Shipyard's street system.*  
 High =Supports distribution of goods and services through the Shipyard without interfering with other transportation activities and without impacting sensitive land uses.  
 Medium=Tolerates goods and services movements with minimal disruption to other transportation activities and
- impacts to sensitive land uses.  
 Low =Exacerbates the free movement of goods and services.
- (5) *Disposition to generate vehicular impacts on the existing street and highway system outside the Shipyard boundaries.*  
 High =Creates significant additional impacts on external street and highway systems.  
 Medium =Creates moderate impacts on external street and highway systems.  
 Low =Creates an insignificant impact on external street and highway systems.
- (6) *Internal Street Service Levels: Disposition to generate vehicular impacts on the street system within the Shipyard boundaries.*  
 High =Produces a significant impact on internal street system.  
 Medium =Produces a moderate impact on internal street system.  
 Low =Produces an insignificant impact on internal street system.
- (7) *Transit Service: Ability to facilitate transit ridership demand and accommodate transit vehicles.*  
 High =Accommodates space for transit and ridesharing vehicles, and minimizes walking distances to/from transit facilities.  
 Medium =Locates uses within walking distances to transit facilities.  
 Low =Isolates uses from transit facilities.

#### (G) Acknowledgment of History

(1)\* acknowledges the Hunters Point African American and Native American historical and cultural heritage  
 all preliminary plans propose a cultural/historical component that may feature a museum to include local African American history; none of the plans propose specific recognition of the Native American heritage of the Shipyard site.

- (2)\* *respects historic buildings and maximizes opportunities for their reuse*  
 the Existing Conditions Report identifies several buildings on the site that have architectural and/or historic merit - each preliminary plan can be evaluated in terms of whether the land use proposed in the area of these buildings provides realistic opportunities for their reuse and highlights these buildings in some way
- (3)\* *protects archeological resources*  
 according to the Existing Conditions Report, there is little potential for encountering prehistoric archeological resources on the site, although as part of the EIR, past studies and the site itself will be further examined in this regard; site specific historical research will have to be done on possible locations of historic structures and features to determine if such features exist; with so little known about archeological resources on the site, it will be difficult to evaluate the preliminary plan land use proposals in terms of how they protect such resources
- (4)\* *reinforces the historic maritime use pattern*  
 all preliminary plans focus on the waterfront to some degree, either emphasizing cultural/historical maritime uses (museum, historic buildings) and ferry terminals/pleasure craft harbor) or maritime/industrial uses (container terminals, ship breaking & repair, etc.); which focus type best reinforces the "historic maritime pattern"?
- (3)\* *compatibility with Federal regulations*
- (4)\* *anticipates EIS/EIR review issues*
- (5) *compatibility with Port of San Francisco plans*
- (6) *compatibility with Master Plan policies (recreation & open space, urban design, etc.)*  
 evaluates the appropriateness of the proposed uses in relationship to existing policy of the non-area specific elements of the Master Plan
- (7) *compatibility with State regulations*  
 evaluate appropriateness of proposed uses in relation to BCDC regulations and policies and "public trust doctrine"

## **(I) Design**

- (1)\* *extends city grid onto Shipyard*
- (2) *takes advantage of views/orientation*  
 the Existing Conditions Report identifies good views and special visual orientation
- (3) *creates a distinctive education/arts identity for the Shipyard*
- (4) *respects and enhances local geographical features*  
 the Existing Conditions Report identifies major geographical features; the preliminary plans may be evaluated against this map
- (5) *establishes an urban neighborhood character*  
 in this evaluation, possible streetscapes and patterns can be examined
- (6) *utilizes waterfront access and amenities*  
 evaluate the preliminary plans in terms of the uses they propose for the waterfront area and how accessible these will be
- (2)\* *compatibility with regional policies*

**Figure 4.7**

## PRELIMINARY PLANS EVALUATION CRITERIA MATRIX

LEGEND				
		MOST APPROPRIATE	APPROPRIATE	MODERATELY APPROPRIATE
		LEAST APPROPRIATE		
EVALUATION CRITERIA		A	B	C
<b>Create Jobs for Economic Vitality</b>				
new job generation for Bay View Hunters Point residents				
new job generation for San Francisco residents				
training & educational programs				
environmental training/careers				
encourage new LARGE investments at Shipyard				
encourage new SMALLER investments at Shipyard				
achieve early economic benefit				
allow early access for targeted industries & quality jobs				
<b>Support Existing Businesses and Artists' Community</b>				
maintain existing artist/artisan community				
compatible with existing Bayview Hunters Point 3rd Street businesses				
link to Bayview Hunters Point arts and culture				
gross revenue streams				
minimizes impact on current Shipyard tenants				
compatibility of proposed uses with existing Shipyard businesses				
creates potential for interim uses that benefit area businesses				
compatibility of nearby capital improvements				
<b>Create Appropriate Mix of New Businesses</b>				
proposed uses benefit City economic restoration of industrial sector				
provides site for conference facilities				
links new businesses to training opportunities on site				
targets growth industries & new technologies				
create link to regional, national & international markets				
achieves a mix of large/medium/small businesses				
accommodates target R & D businesses				
accommodates target industrial businesses				
accommodates multimedia & film industry				
accommodates arts/culture/education related businesses				
provides incubator area for new businesses				
<b>Balances Development and Environmental Conservation</b>				
protects sensitive species (vegetation, wildlife)				
targets uses environmentally appropriate to S.F. Bay				
seeks opportunities to restore/feature natural waterfront ecology				
location of uses recognizing toxic soils				
industrial				
business park				
mixed use				
cultural/historical				
residential				
open space				
minimizes seismic hazards (ground shaking, ground failure, faulting)				

*Continued on page 92*

## PRELIMINARY PLANS EVALUATION CRITERIA MATRIX

LEGEND				
		A	B	C
MOST APPROPRIATE				
APPROPRIATE				
MODERATELY APPROPRIATE				
LEAST APPROPRIATE				
<b>EVALUATION CRITERIA</b>		<b>PRELIMINARY PLANS</b>		
<b>Facilitate Appropriate Immediate Access</b>		A	B	C
meets needs for maritime facilities (water access/docks)				
SFFD delivery				
SFFD delivery (water needs considered)				
emergency medical service delivery				
encourages public access to the Shipyard				
recognizes condition of utilities (electric/gas/sewage)				
maximizes interim uses of existing buildings				
minimizes build-out costs				
presents opportunities for systematic project phasing				
<b>Integrate Land Uses</b>		A	B	C
compatibility with surrounding Bayview Hunters Point land uses				
enhances arts/cultural/educational development opportunities				
avoids conflicts between housing and industry				
complementary fit among proposed uses				
industrial				
business park				
mixed use				
cultural/historical/educational				
residential				
open space				
encourages Bayview Hunters Point residents to use site				
establishes a destination use to attract City & Regional visitors				
<b>Circulation</b>		A	B	C
ability to attract bicycle and pedestrian modes				
minimize vehicle trips by mixing service/residential/employment				
facilitate goods/services movement outside Shipyard				
facilitate goods/services movement within Shipyard				
generate minimal vehicular impacts on streets outside Shipyard				
generate minimal vehicular impacts on street system in Shipyard				
facilitate transit ridership demand				
<b>Acknowledgement of History</b>		A	B	C
acknowledges African American and Native American history				
respects historic buildings and maximizes opportunities for their reuse				
protects archeological resources				
reinforces the historic maritime use pattern				
<b>Policy/Regulatory Criteria</b>		A	B	C
compatibility with South Bayshore Area Plan				
compatibility with regional policies				
compatibility with Federal regulations				
anticipates EIS/EIR review issues				
compatibility with Port of San Francisco plans				
compatibility with Master Plan				
compatibility with State regulations				
<b>Design</b>		A	B	C
extends city grid onto shipyard				
takes advantage of views/orientation				
creates a distinctive education/arts identity for the Shipyard				
respects and enhances local geographical features				
establishes an urban neighborhood character				
utilizes waterfront access and amenities				

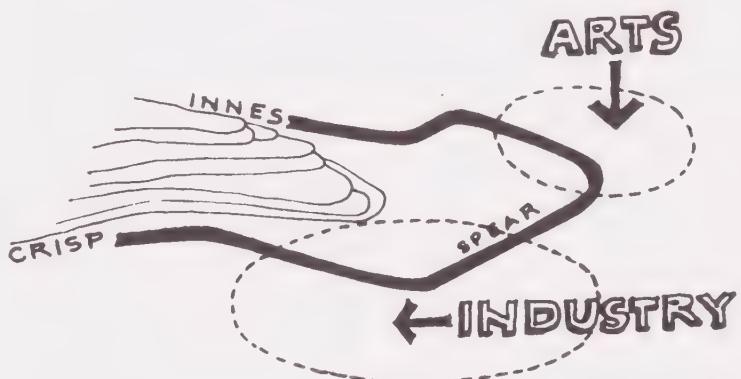
### FRAMING THE PLAN

The Three Preliminary Plans were subjected to a detailed evaluation structured within the generalized categories of the CAC Master Plan Guidelines. As a result of that review, the planning team reached consensus on the elements of a Proposed Draft Plan which would best satisfy the Guidelines, successfully accommodate all of the targeted uses for the Shipyard, and establish a character of place fitting to a growth area of distinction for San Francisco and the Bay Region.

Findings were translated into a series of key elements which provide the framework of the Proposed Draft Plan:

#### *Arts and Industry*

This plan is about the synergy between arts and industry - providing a creative, entrepreneurial, expansive growth site for substantial employers, cutting edge new businesses and cultural/arts ventures well into the next century.



#### *Mixed Use - a Workplace of Variety and Interest*

Two distinctive mixed use areas are planned - north and south. In these areas, more moderate densities will be encouraged and the reuse or reconstruction of multistory buildings will be facilitated. Layers of mixed use activity within buildings might include galleries or retail at ground level and studio, media or incubator business spaces above. Live/work options, with an objective to maintain affordable arts and small business accommodations will be provided.

#### *Education Throughout*

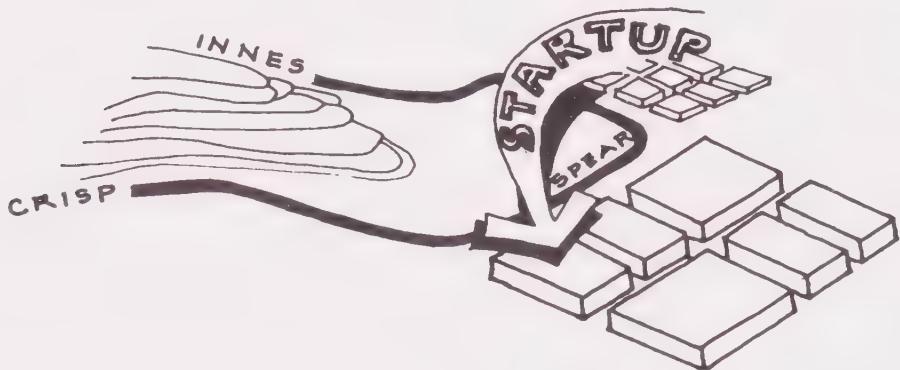
Through the identification of numerous education and training sites and the encouragement of cross fertilization among arts, culture, education, and industrial uses, education will be a pervasive theme of the Shipyard redevelopment.



Building 101 during Open Studios.

### *Incubator to Production*

The Hunters Point Shipyard Land Use Plan - with its extensive land area, and varied settings for investment will accommodate both incubator (small start-up) businesses and their expansion to production facilities all on one site.



### *Character and Variety in the Public Realm*

A system of distinctive, accessible, and varied public places will be an essential early element on the site - establishing the character of place fitting to the importance of this new development area. This will include shoreline access and restoration, an urban waterfront plaza, a hill top overlook with interpretive elements for the history of the site, a waterfront cultural center featuring African American, Shipyard and site history, and a major sports and recreation park (roughly the size of Dolores Park) extending from Main Street, and eventually to the water's edge.

### *Main Street at the Shipyard*

"Main Street at the Shipyard" - a circulation loop of major streets from the North to the South Gates - will provide an address of distinction to all major uses planned for the Shipyard. Moving from south to north on the "Main Street" loop, the visitor will be introduced to research and development, industry, a mixed use area of business services, a training center, live/work areas and views to the water across an extensive sports and recreation park. Continuing to the northern portion of the site, the historic and cultural area will come into view framing a waterfront plaza, an arts marketplace will expand arts workspaces and services and an extensive mixed



use area will complete the site tour with added research and development sites affording outstanding views to the downtown skyline.

#### *Water to Water*

Distinctive in the City, the Hunters Point plan will feature a central avenue along the Spear Avenue alignment which reaches from water to water, emphasizing the outstanding waterfront setting of the site.

#### *A New Regional Destination*

Through the marketing, phasing and financing of site improvements and first phases of redevelopment, the transformation of the Shipyard site will focus on the community-expressed goal of making this a new regional destination for Bayview Hunters Point residents along with workers, visitors, and all members of the diverse San Francisco community. They will be invited to share in the new economic vitality, visit the galleries, sit by the water, join the softball tournaments, sign on for targeted job training, open a business or simply enjoy this new urban place.

#### *Site Improvements = Economic Improvements*

Integral to every step in the 20 year plan for transformation of this site must be a parallel initiative toward economic development - jobs, training, business, and ownership opportunities for the Bayview Hunters Point community and the City as a whole.

## **OBJECTIVES AND POLICIES**

The following objectives and policies for the Proposed Draft Plan are organized by topic. Each of these topics is based on an element needed for a comprehensive plan. The sketches are an artist's impression of the future character of the shipyard, based on planned land uses and densities.

### **Land Use**

*Objective 1: Develop a balanced neighborhood of businesses, cultural facilities, housing, community services, educational facilities, open spaces and recreational facilities that minimizes land use conflicts and is integrated into the Bayview Hunters Point neighborhood.*

Policy 1: Provide opportunities for a mix of large, medium and small businesses.

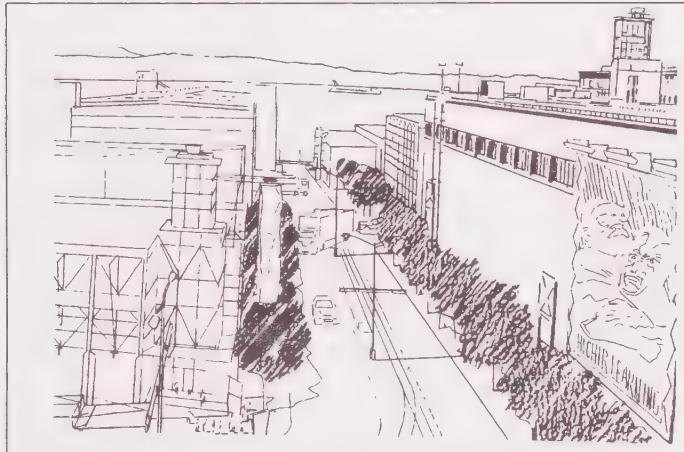
Policy 2: Build and expand upon the Shipyard's existing arts and cultural-related businesses and facilities and provide a home for Bayview Hunters Point cultural activities.

Policy 3: Avoid conflicts between housing and industrial uses.



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**View of Ordinance and Optical "Green Glass" building in the future waterfront cultural district.**



**Looking east on Spear Avenue -- flanked by potential film production sites, museum and meeting space in the Education and Cultural use area.**



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**Artists' Open Studio at the Shipyard.**

**Policy 4:**

Create a variety of retail, services and recreational uses that benefit Hunters Point Shipyard residents and workers.

**Policy 5:**

Ensure new uses are compatible with existing Bayview Hunters Point land uses.

**Policy 6:**

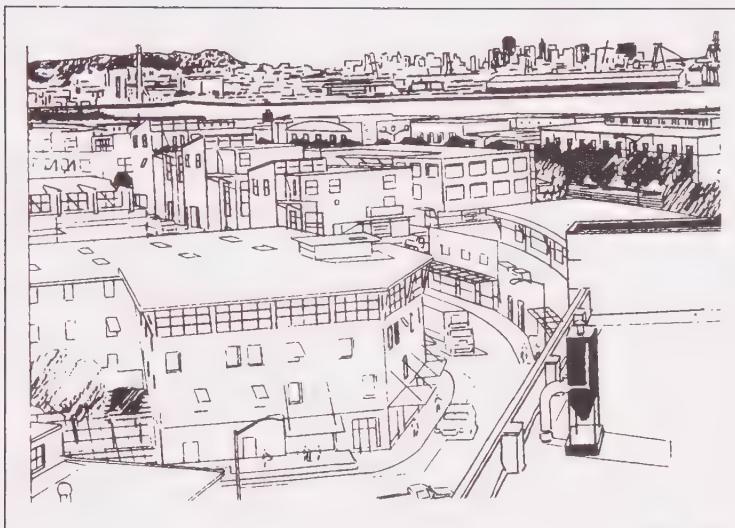
Encourage viable uses that attract visitors from the Bayview Hunters Point community, the City and the entire Bay Area to the Shipyard.

**Policy 7:**

Provide a site for a community center and/or a multipurpose conference facility.

**Policy 8:** Encourage and provide incentives for education uses, as independent facilities or integrated with other uses throughout the Shipyard.

**Policy 9:** Provide a system of parks, open spaces and recreational facilities that benefit Hunters Point Shipyard residents, workers, visitors and other City residents, and provide linkages to open spaces outside the Shipyard.



**Looking northwest to the Mixed use area — a potential location for additional artist studios, small business start up areas, retail space and residential/live/work.**

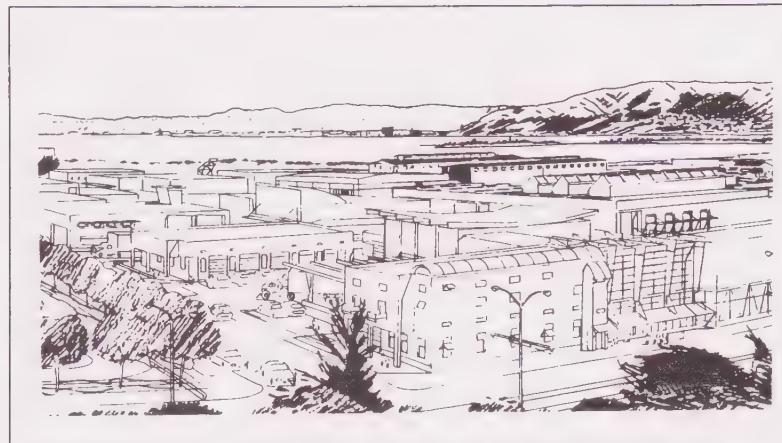
## **Commerce and Industry**

**Objective 2:** *Provide employment, business and entrepreneurial opportunities for Bayview Hunters Point residents and businesses.*

**Policy 1:** Encourage maximum participation of Bayview Hunters Point residents and businesses in the redevelopment, reuse and environmental remediation of Hunters Point Shipyard.

**Policy 2:** Support existing community programs and create new training and educational programs, as needed, to focus on skills development necessary for local participation in interim and permanent job development and business creation at Hunters Point Shipyard.

**Policy 3:** Attract, retain and expand employment opportunities that use and develop available skill levels in the Bayview Hunters Point community.



A 5 acre site along Spear Avenue is designated for on-site education and training - providing a resource to the community and the businesses on the site.

- Policy 4:** Attract, retain and expand entrepreneurial business ownership opportunities for the Bayview Hunters Point community.
- Policy 5:** Promote the development and use of new and effective environmental technologies, both to ensure the rapid clean-up of Hunters Point Shipyard and to provide business and employment opportunities for Bayview Hunters Point residents.
- Objective 3:** *Create and maintain a sound economic base and fiscal structure for Hunters Point Shipyard.*
- Policy 1:** Capture identified market opportunities for research and development uses as well as light industrial uses.
- Policy 2:** Ensure an adequate supply of space on the Shipyard site that is appropriate to the needs of incubator (small start-up) businesses.
- Policy 3:** Accommodate the on-site growth of incubator (small start-up) businesses to full-scale industrial facilities on the Shipyard.
- Policy 4:** Ensure that Hunters Point Shipyard is attractive as a location for businesses and industries with a likelihood for long-term growth as substantial employers.
- Policy 5:** Develop the Shipyard as a regional destination for visitors from the San Francisco community and the entire Bay Area through the provision of appropriate cultural, arts and supporting retail facilities.

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***Objective 4: Improve the viability of existing Hunters Point Shipyard businesses, including its artists' community.***

- Policy 1: Provide flexible, low-cost space designed for artists' and artisans' working studios, live/work and gallery space.
- Policy 2: Provide programs that ensure the contribution of artists and artisans in shaping the character of the Shipyard.
- Policy 3: Establish a programmatic link between the Shipyard and Bayview Hunters Point arts, culture and history.
- Policy 4: Ensure that interim uses on the Shipyard are consistent with and do not detract from long-term development of the site.
- Policy 5: Provide affordable incubator and expansion space for small businesses already located at the Shipyard, consistent with the wide range of target industries for long term redevelopment.
- Policy 6: Provide appropriate relocation opportunities prior to any displacement of existing businesses.

**Residence**

***Objective 5: Guide and encourage the development of well-designed new residential areas at Hunters Point Shipyard which assist in meeting the City's housing needs.***

- Policy 1: Link the patterns of new neighborhoods into the existing residential community on Hunters Point Hill.
- Policy 2: Provide for neighborhood security through housing orientation, housing design and adequate street lighting.
- Policy 3: Protect residential areas from the noise, pollution and physical danger of excessive traffic. Minimize commercial and commuter traffic in residential neighborhoods.
- Policy 4: Ensure long-term affordability of low- and moderate-income housing.

- 
- Policy 5: Integrate mixed-income units throughout Hunters Point Shipyard residential developments.
  - Policy 6: Promote the availability of dwellings throughout the Hunters Point Shipyard residential developments that are suitable for a wide diversity of individuals and groups with special housing needs.
  - Policy 7: Provide adequate opportunities for both rental housing and home ownership.
  - Policy 8: Provide opportunities and incentives for well-designed live/work housing that ensures high standards of interior environmental health and safety in areas of the Shipyard where this will not impede industrial or commercial growth and operation.
  - Policy 9: Promote housing on upper stories along the main streets in the Shipyard's mixed use districts.

### **Transportation/Circulation**

**Objective 6:** *Design a transportation network which provides mobility, helps guide development and improves the Shipyard's environment.*

- Policy 1: Provide choices among modes of travel and accommodate each mode when and where possible.
- Policy 2: Provide efficient, reliable, safe and convenient transportation services.
- Policy 3: Assure accessibility for all travellers to and from the Shipyard, including those with disabilities.
- Policy 4: Address existing and anticipate future transportation limitations both on and off the Shipyard which could impede access, development and reuse.
- Policy 5: Plan and locate transportation facilities to preserve the historic fabric of the Shipyard, the natural landscape and views.
- Policy 6: Provide easy pedestrian and bicycle connections to neighborhood and regional open space, commercial facilities, community services and public transit.

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**Objective 7:** *Support and develop public transit as the primary mode of travel to and from the Shipyard.*

- Policy 1: Locate transit routes and develop the transit system to support and encourage more intensive growth on the Shipyard.
- Policy 2: Expand local transit lines linking the Shipyard to the rest of the City and regional transit facilities.
- Policy 3: Coordinate regional and local transit systems and provide for interline and intermodal transit transfers.
- Policy 4: Give priority to transit and pedestrians by developing a system of transit and pedestrian preferential streets within the Shipyard which make using transit and walking more attractive and viable as primary means of travel.

**Objective 8:** *Minimize the impacts of transportation on the Shipyard and surrounding areas.*

- Policy 1: Reduce the dependence on the automobile and the need for automobile parking facilities by providing incentives and facilities for the use of transit, pedestrian and bicycle ways, carpools and vanpools.
- Policy 2: Ensure that the provision for transportation services including parking does not adversely affect the livability and desirability of the Shipyard.
- Policy 3: Support and develop transportation modes which use alternative fuel vehicles and those modes which are not fuel dependent.
- Policy 4: Use electric transit vehicles when and where feasible to help reduce air emissions and intrusive noise.

**Objective 9:** *Establish a street circulation system for the Shipyard which is functional and designed to be consistent with and complementary to adjacent land uses.*

- Policy 1: Route through traffic including trucks away from residential neighborhoods, transit preferential and pedestrian priority streets where possible, and limit major thoroughfares to nonresidential streets.

- 
- Policy 2: Avoid cross traffic conflicts by reducing the number of intersections along major thoroughfares.
  - Policy 3: Design roadways and intersections to reduce conflicts between vehicles, transit users, and pedestrians.
  - Policy 4: Prohibit or reduce vehicular facilities (such as driveways and loading docks) on transit preferential and pedestrian priority streets to avoid traffic conflicts and congestion.
  - Policy 5: Designate expeditious routes for freight trucks which avoid existing and planned residential neighborhoods within the Shipyard and the greater Bayview Hunters Point community.
  - Policy 6: Provide off street facilities for freight loading and service vehicles.

### **Urban Design and Preservation**

**Objective 10:** *Create and emphasize an urban pattern which is based on and enhances the site's natural features and provides a sense of integration with the adjacent San Francisco pattern.*

- Policy 1: Connect and align streets on the site with adjacent existing street patterns wherever feasible.
- Policy 2: Integrate the site's open space system with adjacent existing open space, such as the Bay Trail.
- Policy 3: Create and maintain block sizes that establish an urban pattern of development, while accommodating target businesses and their growth at appropriate locations at the Shipyard.
- Policy 4: Apply building height limits to maintain visual access to the waterfront, encourage moderate urban densities in mixed use areas, accentuate the natural topography of the site and highlight signature features of important public/cultural buildings.
- Policy 5: Develop a hierarchy of open spaces to serve workers, residents, and visitors.

**Objective 11:** *Create an attractive and distinctive visual character for the Shipyard which respects and enhances the natural features, the history, and the vision for mixed-use site development oriented toward arts and industrial uses.*

- Policy 1: Establish distinctive urban neighborhoods meeting residential and commercial needs within natural geographical boundaries on the site.
- Policy 2: Protect and enhance major views to and from the site's open spaces, its streets, Hunters Point Hill and the water's edge.
- Policy 3: Encourage architecture, landscaping and public art design which enhances the distinctive character of the Shipyard.
- Policy 4: Encourage local artists and designers to participate in or enhance building and landscape design.
- Policy 5: Encourage development of the site in such a way as to enhance its identity and visibility from surrounding areas.



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**View north of San Francisco skyline from Hunters Point Hill.**

**Objective 12:** *Conserve and enhance existing historic resources which provide continuity with the community's history and culture.*



Pier C, northeast waterfront.

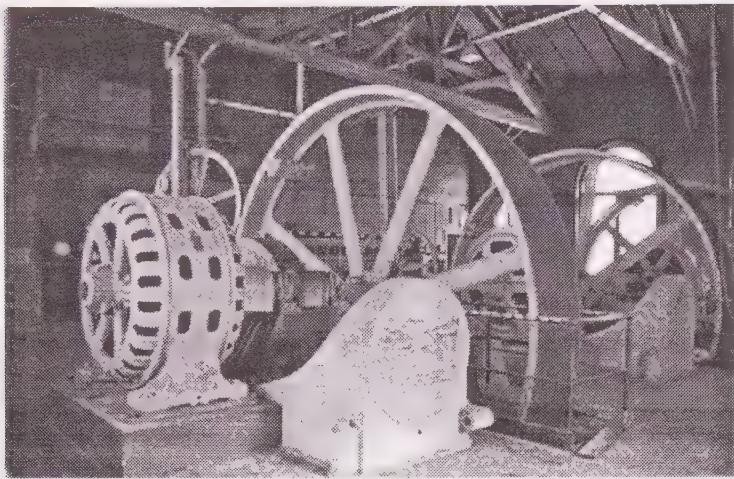
- Policy 1: Feature Hunters Point history - the site itself, its use as a shipyard, its African American heritage - in the development of the waterfront cultural center, and throughout the Shipyard.
- Policy 2: Consider the preservation and potential adaptive reuse of historic buildings and structures around Drydocks 2 and 3 as a focus of the arts/cultural and mixed use district. These include the following:
- Drydocks 2 and 3
  - Pumphouses 2 and 3 and their respective pumping machinery
  - Gatehouse (Navy Building 204)
  - the Wharves
  - site of the western tip of Drydock 1
  - Paint and Tool Building
- Policy 3: Consider the preservation and potential adaptive reuse of the large crane on the regunning pier because of its local and regional prominence and history.
- Policy 4: Consider the preservation and adaptive reuse of reuse all or primary portions of the Ordnance and Optical (green glass) building (Navy Building 253), maintaining its role as a site feature identified with the Shipyard.
- Policy 5: Consider the preservation and potential adaptive reuse of Drydock 4.



© J. Bergdoll

**Pumphouse 3, looking north across Drydock 3.**

- Policy 6:** Apply the nationally established and locally adopted Secretary of the Interior's Standards for Treatment of Historic Properties (1992) for the reuse of all buildings designated on the National Register of Historic Places, and any other standards as set forth in State or City legislation.
- Policy 7:** Encourage and facilitate the repair and use of the Shipyard waterfront for a wide range of water-related activities, and maintain visual and physical access to these activities.
- Policy 8:** Encourage retention of usable, safe and economically viable flexible-use structures on the Shipyard as consistent with interim use and phasing plans - especially where those structures contribute to the historic large-scale industrial character of the site.
- Policy 9:** With the exception of historic and significant structures noted above, allow for the demolition of non-essential, non-economically viable unsafe structures, especially as part of logical site preparation and remediation by the Navy before transfer of the site to the City.
- Policy 10:** If demolition is to occur, ensure that adequate archival documentation is completed.
- Policy 11:** Coordinate both reuse and demolition activities with the relocation opportunities noted above, in relation to existing arts and business uses.



© Neil Hart

**Interior of Pumphouse.**

- Policy 12: Retain significant site artifacts such as machinery, maritime equipment and incorporate these into new development where possible.
- Policy 13: Promote public information and awareness of the history of Hunters Point Shipyard and encourage preservation through local policies and programs.
- Policy 14: Preserve archeological resources which enrich our understanding of historic San Francisco.



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**The large crane, southeast waterfront.**

## **Environment**

**Objective 13:** *Ensure that Hunters Point Shipyard is developed according to established environmental quality standards.*

- Policy 1: Prior to completion of any new construction or occupancy, ensure hazardous materials remediation by the Navy to levels appropriate for the planned uses.
- Policy 2: Ensure that all new development and uses do not increase health risks to current or future residents of Hunters Point Shipyard and its environs.
- Policy 3: Encourage the development and use of innovative environmental technology.

**Objective 14:** *Achieve a balance between conservation, use and development of Hunters Point Shipyard's natural resources.*

- Policy 1: Protect and enhance the Shipyard's remaining natural resources.
- Policy 2: Encourage the development of open space that reflects the natural and historic qualities of Hunters Point Shipyard.



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**View from open space on Hunters Point Hill toward the northeast.**

## **Recreation and Open Space**

**Objective 15:** *Establish a network of active and passive open spaces and public places on the Shipyard that are exemplary in their design quality and their ability to invite and welcome a diverse population and range of activities.*

**Policy 1:** Provide recreational opportunities that will attract and serve Hunters Point Shipyard residents, workers and visitors as well as residents from the adjacent Bayview Hunters Point community, including children, seniors and other population groups.



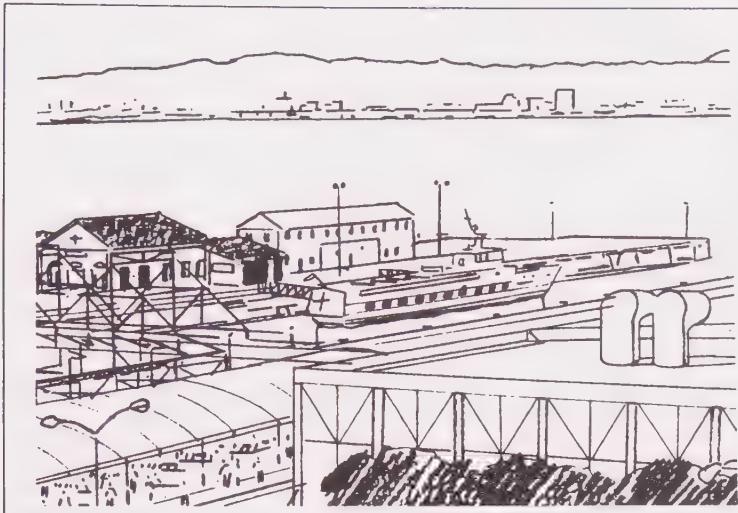
**New retail uses, art galleries, and business service uses will be welcome in new buildings surrounding the urban open space at Drydock 3.**

**Policy 2:** Provide a waterfront plaza adjacent to and integral with the cultural/arts mixed use area.

**Policy 3:** Develop a diversified system of public open spaces throughout Hunters Point Shipyard, including spaces for passive recreation, which take advantage of the site's topography, natural setting, sunlight, and location on San Francisco Bay, and which avoid unpleasant winds.

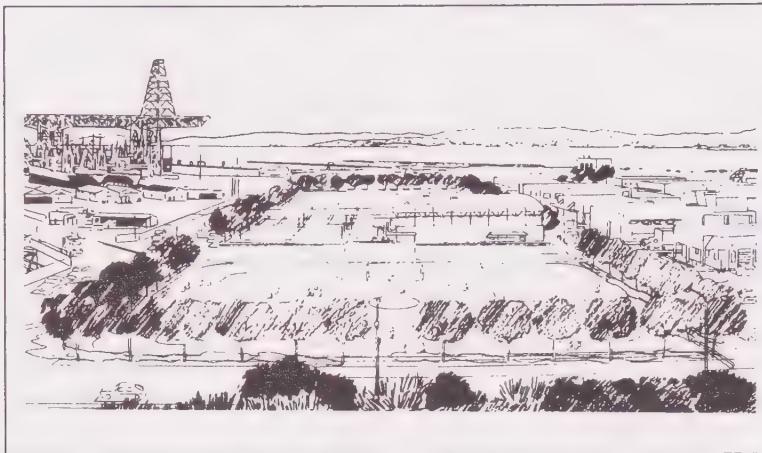
**Policy 4:** Provide a corridor for the Bay Trail (hiking and bicycle access) close to the Bay shoreline, and linking up with the regional Bay Trail alignments to the north (India Basin), and south (South Basin and Candlestick Point State Recreation Area).

**Policy 5:** Consider developing other recreational trails that link up with the Bay Trail, in areas of the site where roadway construction is limited by topography.



**At Drydock 3, a major urban open space area can also accommodate a ferry landing, linking the Shipyard to the region by water.**

- Policy 6:** Restore shoreline areas to wetlands or native habitats where appropriate.
- Policy 7:** Consider the development of a small boat harbor/marina, with the potential for future ferry and water taxi service linking the Shipyard with other shoreline areas in the City and the Bay Area.
- Policy 8:** Take advantage of open space features as points of orientation to the site and within the site.
- Policy 9:** Establish a high standard of public space design, including lighting, street furniture, landscape and public art - encouraging innovation and participation by area artists.
- Policy 10:** Provide for active and passive recreation at the Shipyard, including development of a fitness trail, basketball, soccer, baseball, other sports playfields and water-oriented activities, suitable for use by area residents, workers, visitors and other City residents.
- Policy 11:** Provide adequate private open space as part of residential, office, industrial, business park, and educational/cultural land use development.
- Policy 12:** Provide maximum public access and use of the waterfront.
- Policy 13:** Orient public open spaces where possible toward the natural and historic features on the site.



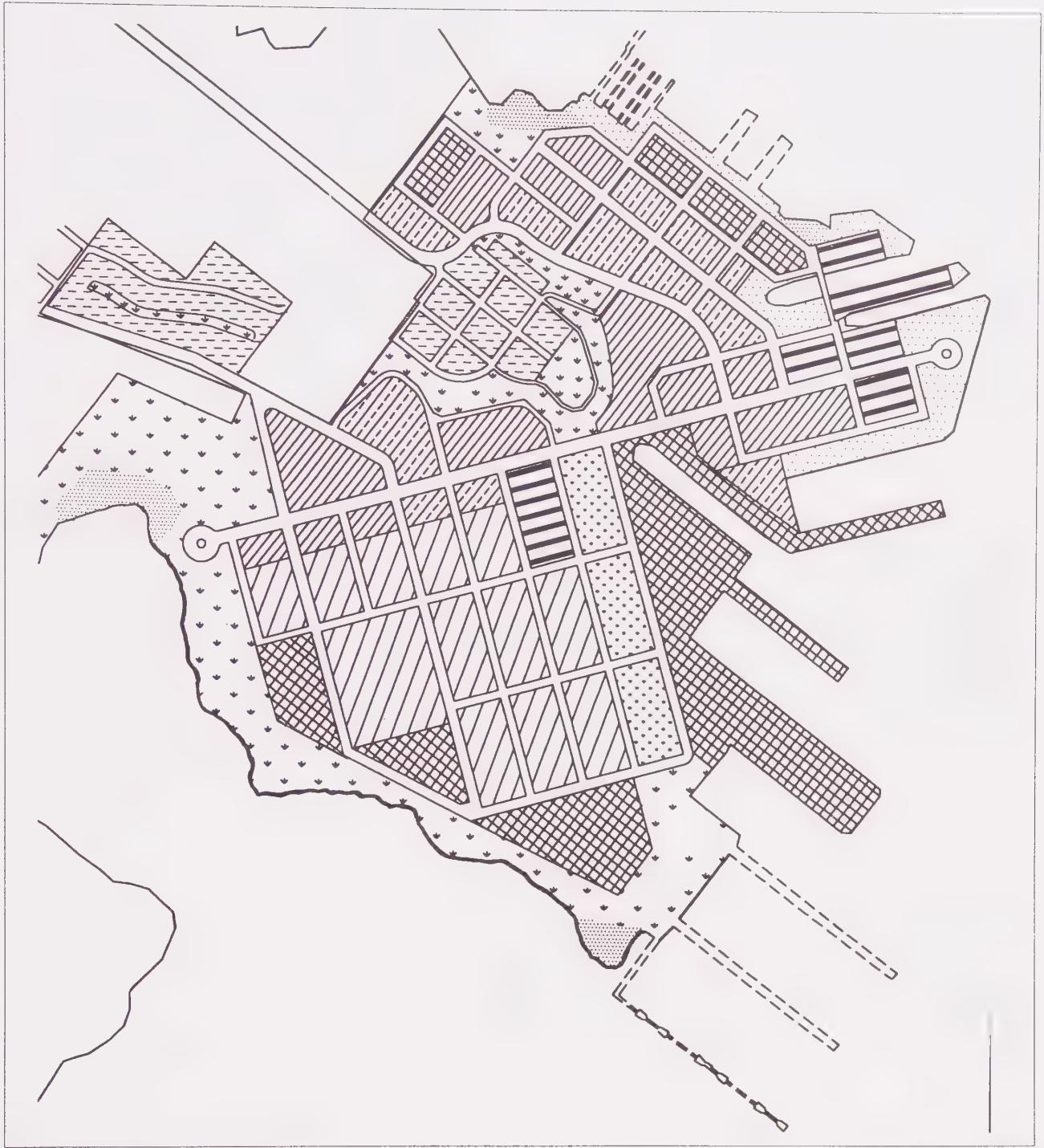
**A major new 15 acre recreation area is proposed at a central location.**

**Policy 14:** Align the Bay Trail through Hunters Point Shipyard to provide continuity for this Bay Area Trail system, to provide access to the water's edge, to facilitate views, and to link open spaces.

#### LAND USE

Figures 5.1 and 5.2 are the initial presentation graphics of the Proposed Draft Land Use Plan for the Hunters Point Shipyard. The land use map illustrates the proposed locations for the major land use categories described earlier in this report. Based on land use considerations to retain Building 101, the circulation system was re-aligned for the major arterial access from the North Gate. This modification preserves the overall land use qualities and intent of the Proposed Draft Plan. The table describes employment and development capacity of the Proposed Draft Plan in comparison to the employment and development market opportunities as identified by the real estate economic consultants working on the first phase of this planning project.

From the land use map and the following table it can be seen that the plan accommodates and provides excess capacity for the identified market opportunities in each of the major land use activities. This land use plan also embraces the intent of CAC development guidelines and the more detailed Objectives and Policies above.



**Figure 5.1**

Hunters Point Shipyard

## DRAFT LAND USE PLAN

Education/Cultural/  
Historical

Industrial

Research and Development

Residential

Mixed Use  
Business Service  
Retail

Artist Studio  
Live/Work  
Residential

Future Development

- Open Space  
Passive
- Active
- Hard Surface
- Possible Wetland  
Restoration

FEET 0 600 1200



NORTH

Figure 5.2

## EMPLOYMENT AND BUILD OUT CAPACITY OF THE PROPOSED DRAFT PLAN

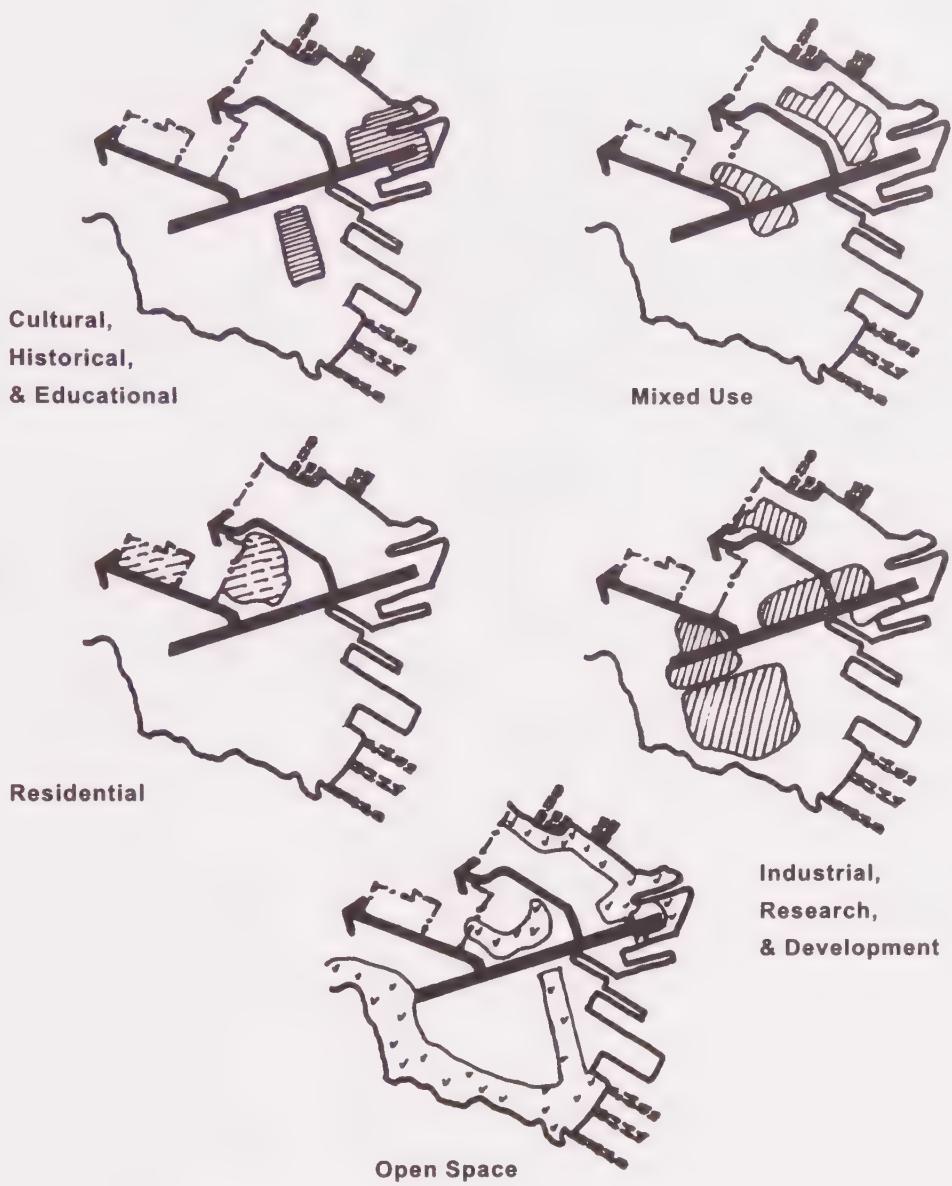
BASED ON ACERAGE CALCULATIONS AND THE EMPLOYMENT DENSITY AND FAR ASSUMPTIONS IN TABLE A (BELOW)

- (1) THE SECOND AND THIRD COLUMNS REPRESENT ANTICIPATED MARKET DEMAND FOR THE SITE DURING THE NEXT 20 YEARS
- (2) THE REMAINING COLUMNS IN THIS TABLE INDICATE TOTAL BUILD OUT CAPACITY FOR THE PROPOSED DRAFT REUSE PLAN

USES	MARKET DEMAND			PROPOSED DRAFT PLAN				
	PROJECTED JOB DEMAND	SQUARE FEET (NET)	ACRES NEEDED LOW FAR*	ACRES		EMPLOYMENT CAPACITY		SQUARE FEET (NET)
				LOW	HIGH	LOW	HIGH	
INDUSTRIAL	900	384,615	17.3	62.5	1,911	3,185	816,750	1,361,250
RESEARCH & DEVELOPMENT	1,620	566,434	18.8	35.3	2,199	3,298	768,834	1,153,251
CULTURAL/INSTITUTIONAL	385	256,667	5.2	17.0	833	1,111	555,390	740,520
MARITIME***	175	546,875	39.2	46.0	192	321	601,128	1,001,880
MIXED USE****	1,000	588,235	12.0	32.6	1,811	3,621	1,065,042	2,130,084
RESIDENTIAL DWELLING UNITS**	620	620,000	14.2	26.0	800	800	800,000	800,000
OPEN SPACE*****		9	N/A	134.0	9	9	N/A	N/A
<b>TOTALS</b>								
ACRES			236.9	353				
SQUARE FEET		2,962,826					4,607,144	7,186,985
EMPLOYMENT	4,089					6,955	11,545	
DWELLING UNITS	620					800	800	

**TABLE A**  
**HPSY EMPLOYMENT DENSITY AND FAR ASSUMPTIONS**

LAND USE	EMPLOYMENT DENSITY (EMP /1000sqft)	FAR RANGE
INDUSTRIAL	2.34	0.30-0.50
RESEARCH & DEVELOPMENT	2.86	0.50-0.75
CULTURAL/INSTITUTIONAL	1.50	0.75-1.00
MARITIME	0.32	0.30-0.50
MIXED USE	1.70	0.75-2.00
RESIDENTIAL DWELLING UNITS	N/A	N/A
OPEN SPACE	0.10	0.01



**Figure 5.3**  
Hunters Point Shipyard

## LAND USE ANALYSIS DIAGRAMS Proposed Draft Plan



**TRANSPORTATION** Providing transportation services is a complex yet vital function of the reuse plan for the Shipyard. The very shape and character of a community is formed by the planning and development of transportation and circulation. One of the most difficult challenges for the Shipyard is to accommodate the transportation needs while maintaining and enhancing the Shipyard as a desirable place to live, work and visit. The high cost of transportation investments underscore the need for comprehensive planning. Accommodating the movement of people and goods to and throughout the Shipyard requires an examination of the interrelationships of all the reuse planning components including land use and urban design, infrastructure needs in addition to transportation, environmentally sensitive conditions, economic vitality, and a balanced multi-modal transportation system consistent with and supporting the City's Transit First Policy.

Other citywide policies, standards and guidelines for transportation and circulation also need to be considered in designing the transportation system for the Shipyard. A balanced, multimodal system including transit, automobiles emphasizing ridesharing, pedestrians, bicycles, goods and services movement must all be accommodated at the Shipyard in order to make this an attractive area to live, work, and visit. Development of the Shipyard (along with continued growth of the rest of the City and region) cannot depend solely on the automobile given the continued congestion on the roadways, concerns for cleaner air, and the high cost of infrastructure development and maintenance.

The transportation system should allow people to move freely both within and between communities. The Shipyard's plan for transportation is a comprehensive program which emphasizes several transportation components for formulation and discussion. Important components of the proposed transportation plan include traffic and circulation, transit, pedestrian and bicycle access, freight and services movement. Each component plays an important role in the effectiveness of the overall transportation system. The interrelations of these components must be studied, proposed land uses characterized, and the needs of the local community, the City, and the region must be recognized in order to provide an adequate transportation plan. The proposed transportation plan as a complete system which is reflective of the transportation objectives and policies for the Shipyard is depicted graphically in Figure 5.4.

### Traffic and Circulation

Circulation patterns are critical for effective transit service delivery, goods and service movement, pedestrian and bicycle circulation, as well as efficient vehicular movement. A hierarchy of streets has been developed for the Shipyard which dictates the movement of vehicles, people, goods, and services. Preliminary circulation design, capacity and treatment is intended to support the intended land uses for a particular area along with the current and anticipated travel demand for those land uses. The circulation plan seeks to balance the needs of vehicular access with other modes of transportation and the proposed land uses. Figure 5.5 depicts the street hierarchy for the Shipyard. Characteristics of the different streets within the hierarchy, including cross sections are described below.

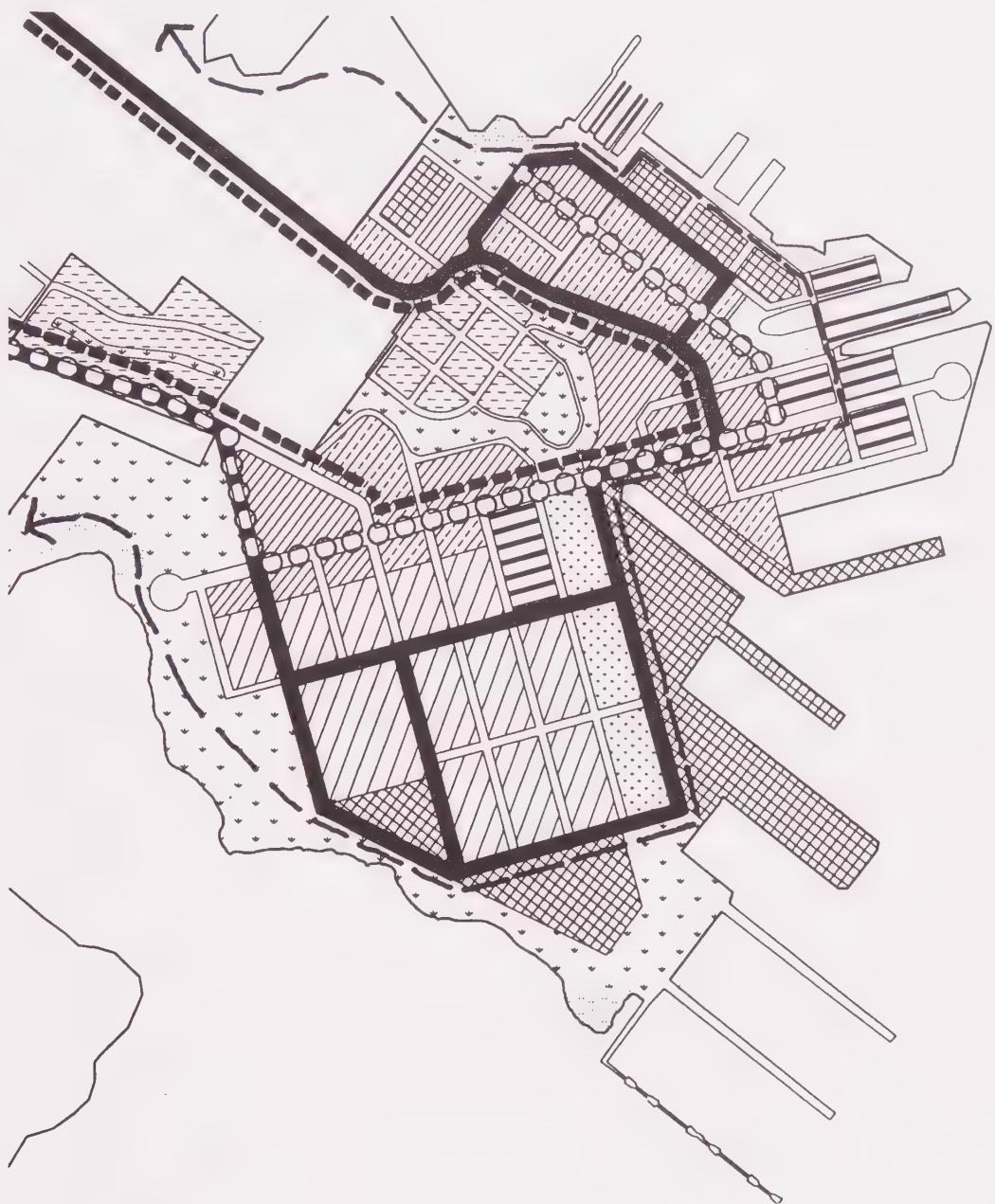


Figure 5.4

Hunters Point Shipyard

## DRAFT TRANSPORTATION SYSTEM

- Transit
- Truck/Service
- Commuter Bike
- Recreation Trail

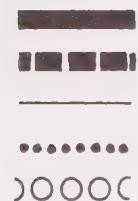




Figure 5.5

Hunters Point Shipyard

## DRAFT STREET HIERARCHY

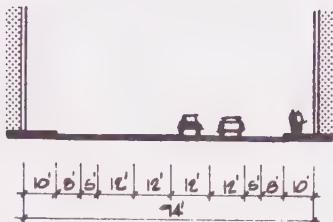


- Major Arterial
- Collector
- Local
- Residential
- Transit



NORTH

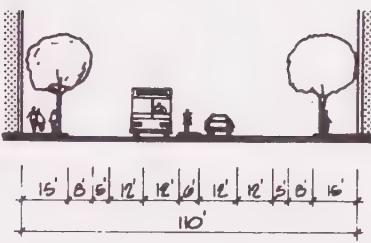
- ARTERIAL**
- 4 Travel lanes
  - Designated bike lanes
  - Minimum width sidewalk
  - Street parking



### *Arterial Street*

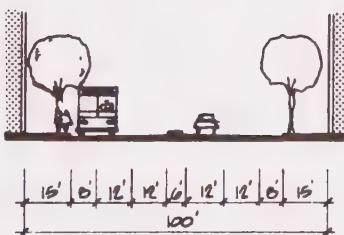
The primary function of an arterial street is to connect one district to another. There are two arterials which link the Shipyard with the greater Bayview Hunters Point community. A north entry point is located at Innes Avenue and Donahue Street. The major arterials linking the north side of the Shipyard to the rest of the City include Evans and Third Streets. Internal to the Shipyard, Galvez Avenue acts as an arterial. Palou and Crisp Avenues serve the Shipyard from the south. The southern entrance is at Crisp and Spear Avenues with Spear Avenue being an arterial within the Shipyard.

- ARTERIAL W/TRANSIT**
- 4 Travel lanes (2 shared w/ transit)
  - Designated bike lanes
  - Wide sidewalk
  - Street parking



Because high traffic volumes are associated with arterials, four twelve-foot wide lanes of traffic are provided for along with commuter bicycle lanes, on-street parking, and minimum sidewalks within a 94-foot wide right of way. This is the case for the arterials at the north and south entrances to the Shipyard. Arterial streets can also accommodate transit, and as such, the transit would be located in mixed traffic flow with space for center boarding. Because a significant amount of pedestrian traffic is associated with transit, wider sidewalks should be provided. Spear Avenue is an arterial street with anticipated high transit ridership, and, should maintain a 110-foot wide right of way to accommodate all the transit needs associated with this arterial.

- TRANSIT**
- 4 Travel lanes (2 shared w/ transit)
  - Wide sidewalk
  - Street parking



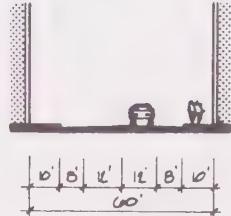
### *Transit Street*

The emphasis on a transit street is the movement of transit vehicles. Automobile and truck traffic are of secondary concern, but are accommodated by providing four travel lanes (two shared with the transit vehicles). Streets with high transit ridership also realize large numbers of pedestrians. Fifteen foot wide sidewalks are planned on primary transit streets in order to address pedestrian needs. Lockwood and Spear Avenues are the primary transit streets within the Shipyard. Lockwood should maintain a 100-foot wide right of way (no bicycle route is planned for this busy street) and Spear should maintain a 110-foot right of way to provide for a commuter bicycle route connecting the east and west sides of the Shipyard.

#### **COLLECTOR**

##### **W/O BIKE LANE**

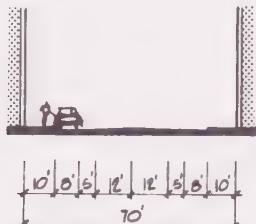
- 2 Travel lanes
- Minimum sidewalk
- Street parking



#### **COLLECTOR**

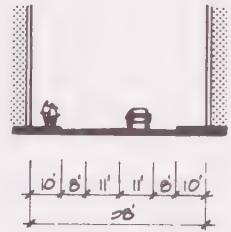
##### **W/BIKE LANE**

- 2 Travel lanes
- Designated bike lanes
- Minimum sidewalk
- Street parking



#### **RESIDENTIAL**

- 2 Travel lanes
- Minimum sidewalk



#### *Local / Collector Street*

These streets serve local traffic traversing an area and collect traffic to connect with arterials. Collector streets are relatively low capacity streets requiring two traffic lanes, minimum sidewalk widths, and some on-street parking. Collector streets are found within the mixed use, industrial and business park areas of the Shipyard. Some local/collector streets do not require bicycle access while others do to maximize commuting options. Right-of-way width for local/collectors without bicycle lanes should be a minimum of sixty feet and seventy feet for those accommodating bicycle lanes. Figure 5.17 shows the proposed locations for bicycle routes within the Shipyard.

#### *Residential Street*

A residential street is intended to access residential areas and support the neighborhood character of a community. No through traffic is intended for residential streets, thus two eleven-foot wide travel lanes are adequate to accommodate anticipated traffic volumes. The right of way width for a residential street should be 58 feet to help support residential character.

### **Transit**

The Shipyard reuse plan is designed to accommodate public transit as a major mode of transportation to and from the area. Public transit is assumed to account for approximately 25 percent of the total employee, visitor and resident trips to and from the Shipyard. Walking, biking, bus and light rail usage are major transit elements considered for the transportation system for the Shipyard. Effective public transit helps reduce automobile use, thereby reducing air and noise pollution and traffic congestion. Transit effectiveness depends on convenient route locations, transfers between routes and different transit modes/providers, and other amenities such as pedestrian and bicycle paths. It also depends on the user's understanding of what services are available, user safety, schedules, and fares. Lockwood and Spear Avenues are intended to be the primary transit streets accommodating the majority of transit with some localized service routes along local/collector streets.

Transit preferential streets and primary bus routes for the Shipyard are shown in Figures 5.4 and 5.5. The proposed reuse plan shows Lockwood Street as being the heart of the mixed use area. As such, Lockwood would be a transit preferential street and designed to accommodate a light rail transit system. A local transit transfer stop at the intersection of Donahue and Lockwood would link transit service coming into the Shipyard from other City districts. Enhanced, direct radial

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service along with transfer service is needed to connect the Shipyard with other parts of the City and regional transit systems such as CalTrain.

Regional transit transfer capability is encouraged. Regional transfers would primarily occur at the Bayshore CalTrain Station and a secondary transfer point at the Paul Avenue CalTrain Station. Transfers could take place between CalTrain, Muni, taxis and even employee shuttles at these locations. In the long term and if demand warrants, a water taxi/ferry service will be examined for feasibility.

The Proposed Draft Land Use Plan includes a fifteen acre site near the southern waterfront proposed to accommodate a Muni Maintenance and Storage facility. If selected by Muni, this facility would house light rail vehicles brought out of service only, and would not necessarily influence future revenue light rail service through the Shipyard. The various alternatives and issues related to this facility are presented in "Muni Metro East Light Rail Yard Alternative Sites Analysis - Final Report" (January 1995).

### **Pedestrian and Bicycle Access**

Walking and bicycling are valuable modes of transportation, mostly for short distances. Since everyone is a pedestrian at certain times, the sidewalk is an important element for encouraging walking as a safe, convenient and pleasant transportation mode. The sidewalk is a space that is shared by everyone, and as such, conveys the character and overall image of a neighborhood. In the high density mixed use and recreational areas of the Shipyard, wide sidewalks will provide more pedestrian space and also support more pedestrian amenities such as pedestrian serving street furniture, trees to create a liveable streetscape and lighting for safety and security. Local/collector streets are the significant carriers of commuter bicycle traffic and pedestrians. In addition, primary transit streets must accommodate significant levels of pedestrians. Pedestrian and bicycle use are also forms of recreation, combining pleasure with transportation. In addition, an extension of the Bay Trail for walking and bicycling along the waterfront, as shown in Figure 5.4, is proposed for maximum waterfront access.

### **Freight and Services Movement**

Freight and services movements should be conducted on arterial streets. Goods and services deliveries to locations within the Shipyard should be discouraged along primary transit, collector and local streets, except where necessary to access a destination. Deliveries should be via alley-ways where possible. Loading and unloading at off street loading areas should be provided and used when ever possible. Figure 5.4 depicts the primary service delivery and truck routes within and through the Shipyard as proposed.

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## **Improvement Priorities**

With the transition of the Shipyard to a more intense use area, new demands for transportation will require some infrastructure improvements. Such improvements are designed to correct or improve various components of the existing transportation system both on and off the Shipyard. Not all suggested improvements have equal importance, therefore, a rationale for prioritizing improvements is needed to ensure the effective development of the transportation system which best serves the community. Such a priority system for improvements development should be modelled to reflect the following:

- First priority should be for safety improvements to protect the users of the Shipyard;
  - Second priority should be given to addressing existing capacity problems;
  - Next highest priority should be to consider proposed improvements which would accommodate proposed activities; and
  - Fairly low priority should be given to anticipated capacity problems until they are substantiated, or until higher priority improvements are implemented
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The findings presented in this report, based on community input and an intensive planning effort by the reuse team, indicate a clear direction for future development at the Shipyard. Additional work is essential, however, before a Draft Plan is adopted. These next steps, scheduled for the next 18 months, will include:

- public presentation and review of the Draft Plan
- financial planning and development phasing strategy
- detailed area planning
- environmental evaluation process and certification of EIS/EIR
- Amend the City's Master Plan with a Hunters Point Shipyard Plan that includes an Area Plan, Zoning changes, an Interim Reuse Plan and a Redevelopment Plan (which will define the Redevelopment Area as well as Community Economic Development Programs)
- Plan adoption
- a negotiated clean-up and transfer strategy with the Navy and the City and County of San Francisco

The steps described above are illustrated in Figure 6.1.

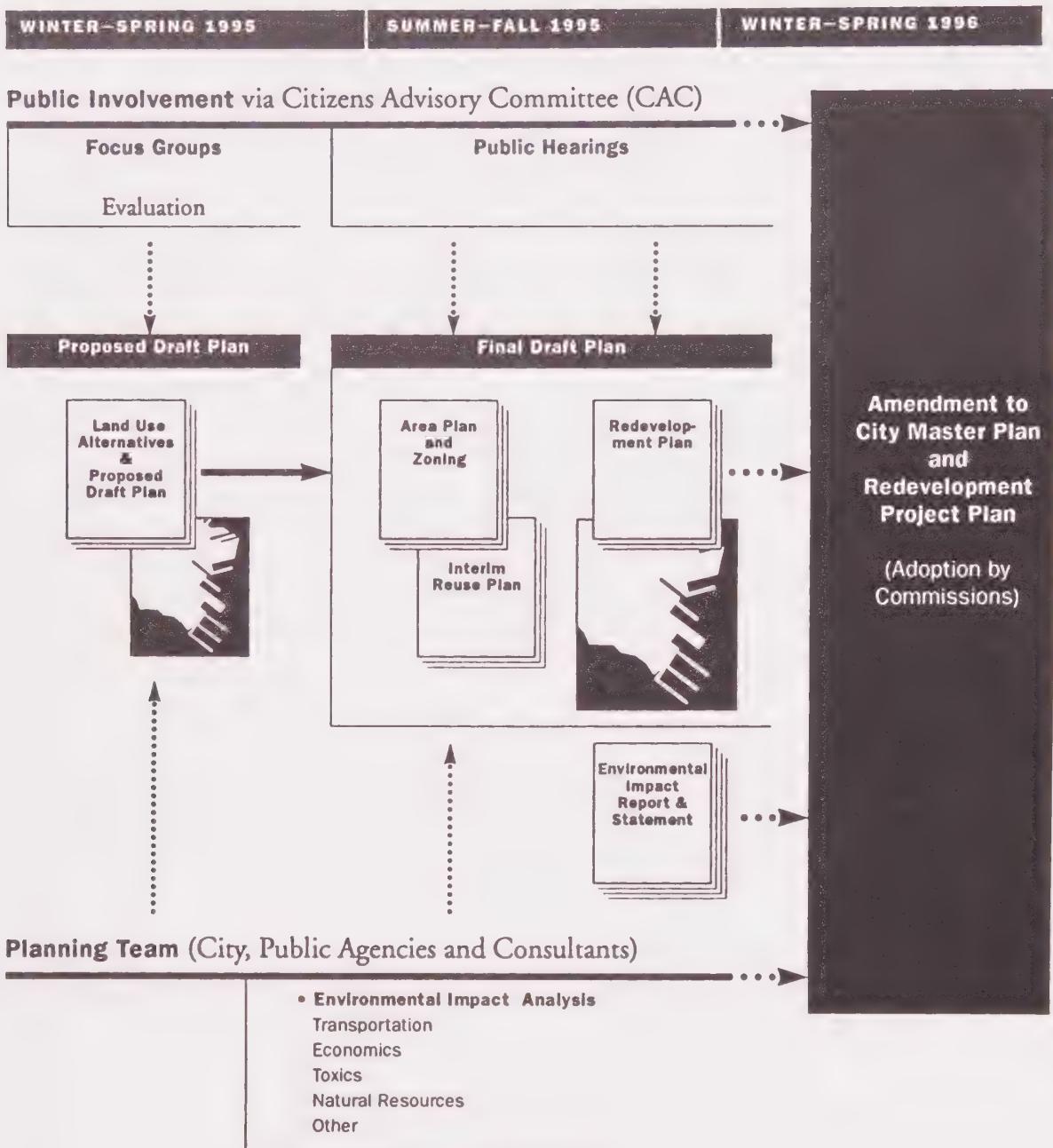
**PUBLIC PRESENTATION AND REVIEW** An extensive public review process will follow the release of the Proposed Draft Plan for Hunters Point Shipyard in the Land Use Alternatives Report. Many of the steps outlined in this chapter are in fact part of the public review process. In the months following the release of the Proposed Draft Plan, the public will have the opportunity to provide comments - through the Citizens Advisory Committee. The Plan will be refined during this period to reflect the public comments and include detailed information on phasing and financial planning.

Environmental Analysis will be conducted over the 12 month period following the acceptance of the Proposed Draft Plan by the Board of Supervisors. In May or June, 1995, the Final Draft Plan will be presented to the City Planning Commission and the San Francisco Redevelopment Agency, beginning a further period of public review. The Final Land Use Plan will be prepared and submitted for consideration of adoption, reflecting the public's review during the twelve month Environmental Analysis period.

Every effort will be made to ensure that a broad cross section of the City - including the public and the City's agencies - is included in the review and input during the next steps of the planning process.

Figure 6.1

## HUNTERS POINT SHIPYARD NEXT STEPS



**REFINEMENT  
OF  
PROPOSED  
PLAN AND  
DETAILED  
AREA  
PLANNING**

Following publication of this the Land Use Alternatives and Proposed Draft Plan, a period of up to 14 months will be devoted to refining the draft plan and preparing the additional information needed for legislative plan adoption. The Proposed Draft Plan is a general indication of a community vision for the final development pattern at the Shipyard. Over the next phase of the planning process, a detailed process for how to achieve the vision will be carefully detailed. The basic elements of this detailed process include:

- preparation of an Area Plan for inclusion in the San Francisco Master Plan;
- preparation of Zoning controls that will implement the policies and development pattern set forth in the Area Plan;
- financial and development phasing planning;
- creation of an Interim Reuse Plan to guide the transition of the current Shipyard conditions into the vision described in the Area Plan;
- preparation of a Redevelopment Plan that is consistent with the Area Plan and the Zoning controls; and
- environmental analysis that considers the Area Plan, Zoning and Redevelopment Plan.

Additional information on each step in this process of refining the Proposed Draft Plan is provided in the paragraphs below.

#### *Financial Planning and Development Phasing*

In the months of February through May, 1995, the planning team will coordinate a detailed planning phase of the Hunters Point Reuse project. A financial cash flow model (i.e., a computer financial analysis program) will be developed as a tool for analyzing alternative phasing, interim use, leasing and overall reuse scenarios and strategies. By March, a workshop on the financial planning and development phasing strategies will be developed for the review and consideration by the CAC. The CAC will continue to be briefed on a monthly basis as to the results of the cash flow analysis. Major findings and results of this period of detailed planning will be presented to the CAC and published as part of a Final Draft Plan in May or June, 1995.

#### *Area Plan*

The Final Draft Plan will be produced as an Area Plan for inclusion in the Master Plan of the City and County of San Francisco. Technically, it will be a sub-area plan of the South Bayshore Area Plan, which is currently in the adoption process. The Hunters Point Shipyard plan will include objectives, policies, maps and diagrams which communicate the comprehensive long range plan for the former Navy property. These should function to provide a "general guide and pattern" for "coordinated and harmonious development" of the land (San Francisco Charter, Sec. 3.524). The plan will include a land use plan showing distribution of housing, business, recreation, education and other uses, with guidelines for population and building density, height and site planning. The plan will also include growth estimates of population, business and traffic as necessary to guide future development decisions.

### *Zoning*

Zoning districts and San Francisco Planning Code text will be developed as necessary to implement the Hunters Point Shipyard Plan policies by regulating specifically how development can happen. Controls on density, use, heights and setbacks will be specified, as will requirements for parking, open space and lot size. Where possible, existing zoning classifications provided by the City's Planning Code (Part II, Chapter II of the City and County of San Francisco Municipal Code) will be applied to the Shipyard. New special zoning use districts or overlay districts may also be developed to reflect unique planning areas or circumstances.

### *Interim Reuse Plan*

An interim reuse plan will be presented as part of the Final Draft Plan in July or August, 1995. As discussed above, considerations of interim reuse at the Shipyard will be determined in large part by the detailed planning consideration and recommendations on project phasing. Interim uses that support, encourage and facilitate the long term reuse goals will be given priority during these early periods of developing the Shipyard. Both the Public Trust and Port Priority Uses designations, as administered by the State Lands Commission and the Bay Conservation and Development Commission respectively, could dramatically affect the terms, nature and types of interim reuse allowed at the Shipyard.

### *Redevelopment Plan*

Redevelopment laws require that prior to adoption of a Redevelopment Plan for a designated "redevelopment project area," a "survey area" needs to be identified. The Hunters Point Shipyard was identified as a "survey area" in 1993. The planning that has been done to date has been for the Shipyard "survey area." It is anticipated that a Redevelopment Plan for the Shipyard will be prepared and ready for legislative consideration no later than June, 1996.

A Redevelopment Plan, with a complete environmental evaluation (EIS/EIR), for the Shipyard will need components that provide and consider:

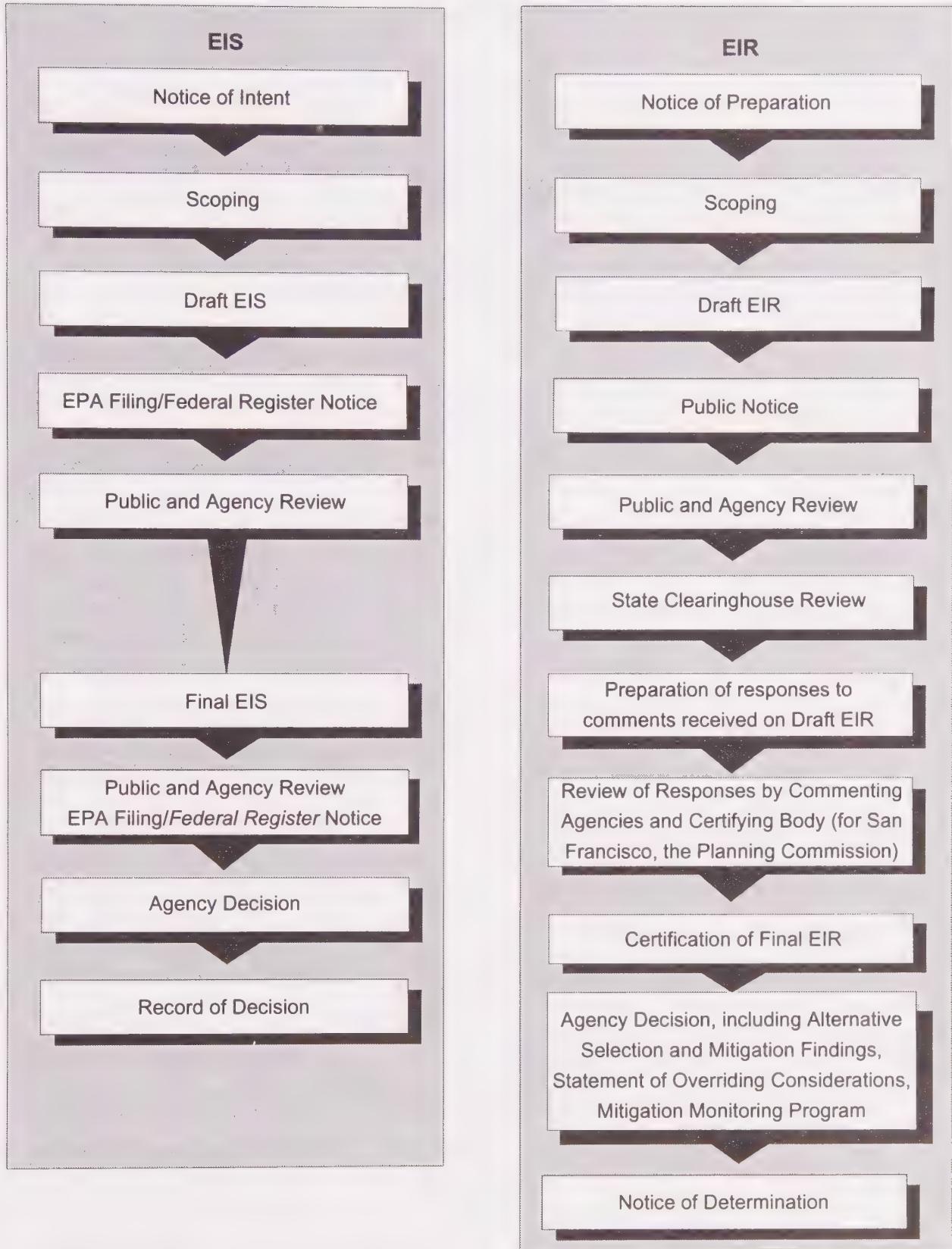
- Master Plan Objectives and Policies;
- Economic Development Programs;
- Interim and Permanent Development Controls (e.g., Zoning);
- Development Phasing and Marketing Strategies; and a
- Development Financing Program.

### *Environmental Review (EIS/EIR)*

Before the Department of Defense (DOD) completes the general disposition of Hunters Point Shipyard, the disposition and reuse must be determined to be in compliance with the National Environmental Policy Act (NEPA). Under NEPA, a military base closure usually requires preparation of an Environmental Impact Statement for base disposition and reuse. In addition, the 1994 Defense Authorization Act requires DOD to complete the EIS process within 12 months after formal transmittal of a community's reuse plan.

## EIS and EIR Parallel Processes

Figure 6.2



Source: Governor's Office of Planning and Research, CEQA Technical Advice Series, August 1994.

Under the California Environmental Quality Act (CEQA), a public agency must consider the environmental consequences of projects which it plans to undertake, fund or permit. Environmental considerations for a major plan or project such as a military base reuse plan usually requires that an Environmental Impact Report (EIR) be prepared. The Hunters Point Shipyard reuse plan is in the form of a redevelopment plan and San Francisco Master Plan Amendments, both of which are considered major planning activities. The Planning Department and the Redevelopment Agency are the public agency jurisdictions leading the development of these plans, and will operate as co-lead agencies in the preparation of the EIR.

Regulations and guidelines for both NEPA and CEQA encourage the preparation of a combined EIS/EIR which satisfies both the state and federal requirements. A combined document must be prepared jointly by the local and federal agencies directly involved and responsible for the disposition and reuse. Close coordination and cooperation of the involved agencies will clarify roles and responsibilities. A joint document reduces duplication of requirements and paper work.

Figure 6.2 shows NEPA and CEQA as parallel processes with the components of each identified. An EIS and EIR are similar in several ways. A Notice of Intent (NOI) in the EIS process is comparable to a Notice of Preparation (NOP) for an EIR. The federal Notice of Availability serves the same purpose as the Notice of Completion under CEQA. Both the EIS and the EIR processes provide for the opportunity for other public agencies and the general public to review and comment on the environmental document. Generally speaking, the content of an EIS and an EIR are similar.

Conversely, there are some significant differences between an EIS and an EIR which need to be understood and considered when preparing a combined document. EIS scoping and notice requirements are oriented towards federal government agencies and only includes state and local agencies where determined necessary. CEQA, on the other hand, requires coordination with local and state agencies and the general public, including publishing a public notice in a newspaper of local circulation. NEPA requires that an EIS assess the project and a reasonable range of alternatives at an equal level of detail, while CEQA documents may, but are not required to, analyze alternatives equally. CEQA requires a discussion of growth-inducing impacts not included in NEPA documents and requires separate identification of mitigation measures whether or not the measures are included in the proposed project. The federal agency does not need to adopt the mitigation measures identified in the EIS even if those measures are described as included in the project. CEQA requires adoption of mitigation measures unless they are found not to be feasible.

It is the intent of the Hunters Point Shipyard reuse planning effort to prepare a combined EIS/EIR. Both a redevelopment plan under the auspices of the Redevelopment Agency and the Master Plan Amendments consisting of an area plan and zoning guidelines under the direction of the Planning Department will be prepared which require compliance with NEPA and CEQA.

### *Plan Adoption*

Once there is a Final Plan and companion environmental analysis completed, consideration for adoption by local legislative bodies can begin. The first required step is the certification of completion of the EIR/EIS and adoption of the Area Plan by the City Planning Commission as part of the Master Plan. This will require several public meetings for informational presentations by the reuse planning team and the CAC, as well as public hearings for testimony from the general public. There may also be public meetings before the CAC or the Redevelopment Commission preceding these official hearings. The Planning Commission's action for adoption finalizes this phase.

Zoning amendments to the Planning Code are approved for adoption by the Planning Commission following adoption of the Plan. This may happen concurrently or separately, depending on modifications made during the approval process. This approval is then forwarded to the Board of Supervisors, where a separate hearing is required before adoption by the Board and signing by the Mayor.

The Redevelopment Plan is separately finalized and approved by the Redevelopment Commission based on the final content of the Area Plan and Zoning. It must then be submitted to the Planning Commission for review for conformity with the Master Plan. Finally, the Redevelopment Plan must be approved by the Board of Supervisors and adopted by ordinance with explicit findings in accordance with State redevelopment law (sec. 33347, 33348) (Redevelopment in California, 1991, pp. 58-59). It should be noted that CEQA-required findings must also be included in the Planning Commission's adoption of the Area Plan and the Board of Supervisors' actions on the Zoning Ordinance and the Redevelopment Plan.

## **SITE**

## **PREPARATION**

The Navy, in cooperation with regulatory agencies, is responsible for cleaning up the hazardous materials on the site. It also has responsibilities under the base closure process, including federal environmental review. A Memorandum of Understanding (MOU), signed by the City and the Navy in January, 1994, set forth the conditions under which the City will acquire land within the Shipyard. Since the Shipyard is a federal "Superfund" site, the Navy, the Environmental Protection Agency and the State of California have executed a Federal Facilities Agreement to guide the investigation and remediation of hazardous waste by the Navy. The terms of this MOU are the subject of a current renegotiation process.

To facilitate the Navy's remediation of hazardous materials on the Shipyard and the City's subsequent acquisition of the site following clean up, Hunters Point Shipyard has been divided into five "parcels", A through E (see Figure 6.3). Parcel A is subdivided into five sub-parcels, A1 through A5.

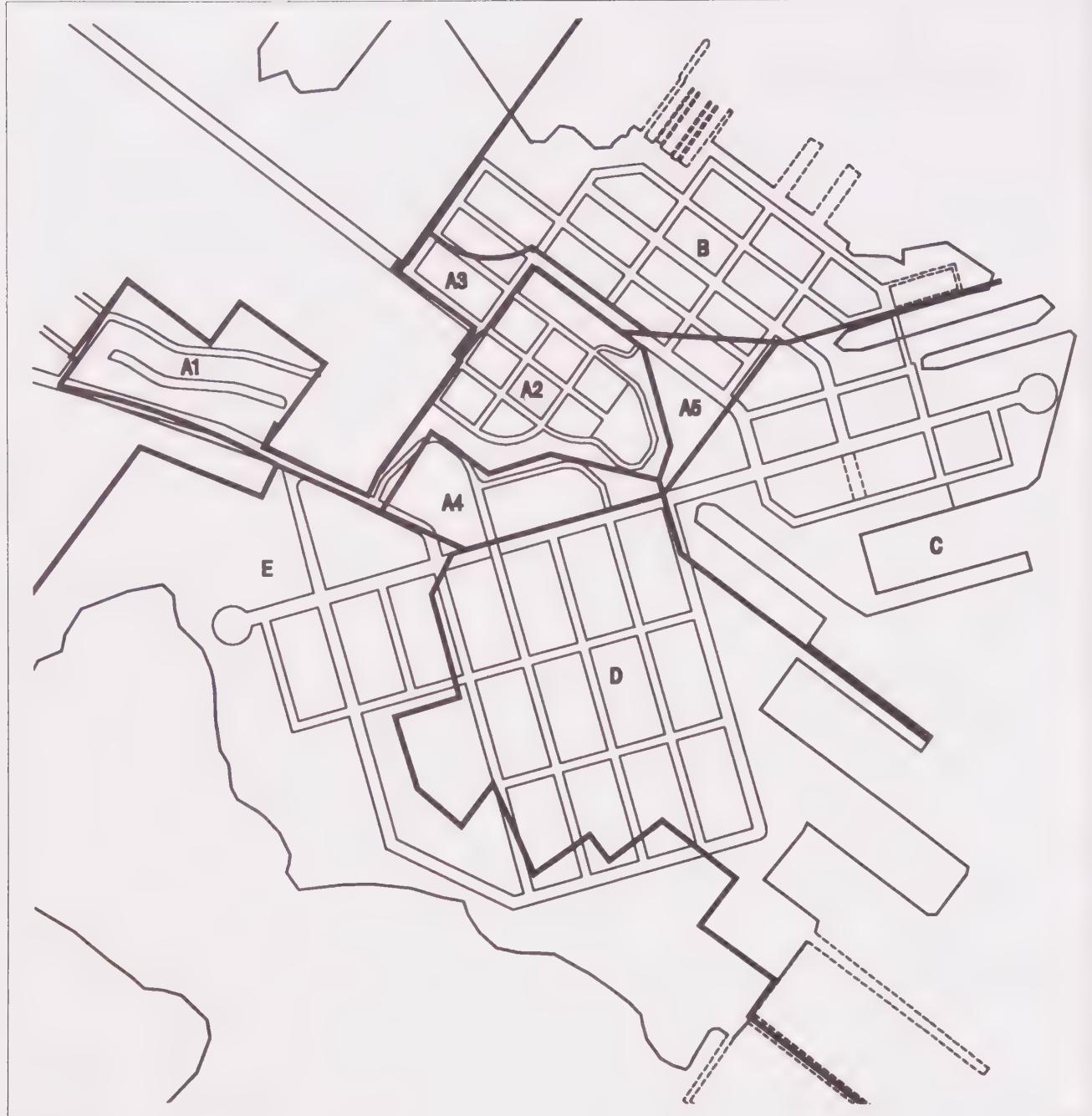


Figure 6.3  
Hunters Point Shipyard

## ESTIMATED CLEAN-UP COMPLETION AND TRANSFER SCHEDULE

PARCEL	Earliest	Latest
Parcels A1 and A2	Mid 1995	Mid 1996
Parcels A3, A4, A5, and B	Mid 1998	Mid 2006
Parcel C	Late 1998	Late 2006
Parcel D	Early 1999	Early 2007
Parcel E	Mid 1999	Mid 2007



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The MOU states that the City will not acquire any parcel of the Shipyard until it has been cleaned up to a level mutually agreed upon by the City, the Navy, and the regulatory agencies. Clean up of the parcels cannot begin until after a year-long clean up planning process has been completed, although it may be possible to identify portions of the site for earlier clean up. Sub-parcels A1 and A2 may be transferred to the City and County of San Francisco as early as the first half of 1995 due to the absence of serious toxic soil contamination. The investigation and reporting process for each of the remaining parcels, which includes opportunities for public comment, is currently scheduled be completed for the remainder of Parcel A and Parcel B in mid-1996, Parcel C in late 1996, and Parcels D and E in early 1997. The process concludes with approval of a remediation plan for each of these parcels. This is referred to as the Record of Decision (ROD) Approval. It is estimated that after ROD Approval, the Navy's clean up of the parcels for transfer to the City will take from two to ten years as shown in Figure 6.3.

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## APPENDIX A

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## APPENDIX B

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### ***Mayor's Hunters Point Shipyard Citizens Advisory Committee (CAC)***

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Saul Bloom  
Bernice Brown  
Tony Dominski  
Rochele Frazier  
Ethel Garlington  
Neil Gendel  
Tony Gray  
Heidi Hardin  
Linda Hope  
Joyce Jones  
Shirley Jones  
Leroy King  
Glen Lezama  
Edward Mackin  
Scott Madison  
Yvette McCoy  
Carolyn McDaniels  
Willie B. McDowell  
George Mix, Jr.  
Leroy Morishita  
Diana Oertel  
Francis J. O'Neill  
Cynthia Ong  
Karen Pierce  
Alma Robinson  
Willa Sims  
Clarence Stern  
Leon Thibeaux, Jr.  
Manuma Tui  
Al Waters  
Calvin Womble  
Lori Yamauchi

*CAC Staff*  
Al Williams  
The Alfred Williams Consultancy

### ***Technical Advisory Committee (TAC)***

Amit Ghosh, *Chief of Comprehensive Planning*  
Planning Department, City and County of San Francisco

Larry Florin, *Manager*  
Office of Military Base Conversion, San Francisco  
Redevelopment Agency

Byron Rhett, *Hunters Point Project Manager*  
San Francisco Redevelopment Agency

Doris Ward, *Assessor*  
San Francisco Assessor's Office

Jack Moerschbaecher, *Director of Convention Facilities*  
Office of the Chief Administrative Officer (CAO), City  
and County of San Francisco

Anthony DeLucchi, *Director of Property*  
CAO - Real Estate Department

Larry Ritter  
CAO - Real Estate Department

Marcia deVaughn, *Director*  
CAO - Solid Waste Management

Kate Herman-Stacy, *Attorney*  
Office of the City Attorney

Joe Van Es Ballesteros  
City Commission on National Service

Tom Reeves  
Electricity and Telecommunication Department

Al Da Cunha, *Assistant Chief*  
San Francisco Fire Department

Sandra Hernandez, M.D., *Director*  
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Department of Public Health (DPH)

<b>Abby Yant, Assistant Director</b> DPH - Emergency Medical Services	<b>Bob Jew</b> DPW - Bureau of Engineering
<b>Baney P. Popkin, Hydrologist</b> PRC Environmental Management, Inc.	<b>Rich Cunningham</b> DPW - Operations
<b>Theresa Serata, Director</b> Mayor's Budget Office	<b>Leonard Swanson</b> Public Utilities Commission (PUC)
<b>Pam David</b> Mayor's Office of Community Development	<b>John Deakin, Director</b> PUC - Energy Conservation
<b>John Bitoff, Retired Admiral, Director</b> Mayor's Office of Emergency Services	<b>John Mullane, General Manager</b> PUC - Water Department
<b>Eleanor Jacobs, Coordinator</b> Mayor's Office on the Homeless	<b>Christine Morioka, Manager, Resources &amp; Planning</b> PUC - Water Department
<b>Ted Dienstfrey, Director</b> Mayor's Office of Housing	<b>Phil H. Adams, Director of Transportation</b> Public Transportation Commission
<b>John Newlin, Executive Director</b> Parking and Traffic Department	<b>Marvin Yee</b> Recreation and Parks Department
<b>Tim Hettrich, Captain</b> San Francisco Police Department	<b>Theresa Hughes, Principal</b> Theresa Hughes & Associates
<b>Steve Lutes, Senior Police Analyst - Planning</b> San Francisco Police Department	<b>Chi-Hsin Shao, Deputy Property Manager</b> Korve Engineering
<b>Kari Kilstrom, Planner</b> Port of San Francisco	<b>Karen B. Alschuler, AICP, Principal</b> Simon Martin-Vegue Winkelstein Moris
<b>Jim Lazarus</b> Port of San Francisco	<b>David Haase</b> Navy - Base Transition Office
<b>Catherine S. Carroll</b> Department of Public Works (DPW) - Bureau of Architecture	<b>Alfred Elkins, Commander</b> Navy - Base Transition Office
<b>Lesley Stansfield</b> DPW - Building Inspection Department	<b>Joyce Oishi, Project Manager</b> San Francisco Unified School District
<b>Robert Cockburn, Executive Director</b> DPW - Bureau of Engineering	

# HUNTERS POINT SHIPYARD

LAND USE PLAN

## CITY AND COUNTY OF SAN FRANCISCO

### Planning Department

Lucian Blazej, *Director*

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Randi Smith, *Project Management Support*

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Karen Alschuler, *Principal, Project Director*

Sam Assefa, *Urban Designer*

#### Subconsultants

Tenazas Design

Norman Kondy Urban Design

View by View, Inc.

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### Economic Development Planning

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James D. Jefferson, *Project Director*

Philip Kern, *Project Planner*

Jessica B. Romm, PhD., *Socioeconomic Infrastructure Strategist*

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James Kuebelbeck, *Principal*

#### Subconsultants

Theresa Hughes & Associates

Ted Rust, PhD.

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#### Consultant

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